

CONTEXT ANALYSIS REPORT ETHIOPIA

Programme: Climate-Proof Disaster Risk Reduction

Involvement of Southern partners

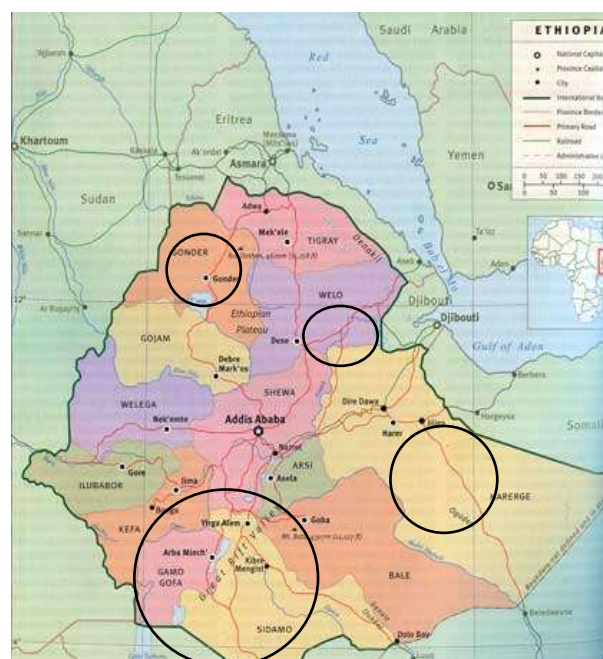
A one-week workshop has been organised to collect inputs for the context analysis and develop the outline of the programme of the Partners for Resilience. In the workshop representatives from several partners participated actively and paid special attention to an analysis of the roles and positions of civil society and other stakeholders. For verification, the result was presented to a group of external stakeholders, national and international, government and non-government. The additional information gathered in this way was essential for completing the context analysis. In the weeks following the workshop, using the data above and the additional information, the documents were finalised. In this process representatives of the different partners were each responsible for part of the text and later these contributions were consolidated in an overall context analysis, which was reviewed by all.

I. INTRODUCTION

With a projected 2010 growth rate of 7%, Ethiopia is one of the fastest growing economies of sub-Saharan Africa.ⁱ Approximately 85% of the 88 million Ethiopians live in rural areas and depend on the local natural resource base to meet their basic needs.ⁱⁱ Good macro-economic performance does not yet seem to benefit the rural and urban poor who, instead, are confronted with a steep increase in the cost of living. Some 12% of the population is chronically food insecure. Exports of coffee, which amounted to \$ 350 million in 2006, are critical to the economy. Ethiopia attracts foreign investment, mostly in the agriculture sector, including flowers, fruits and vegetables and bio-fuel. While such investments create employment, they may accelerate deforestation and degradation of rangelands, which are essential for the livelihoods of the rural population. Ethiopia is developing a number of hydro-power plants which, while generating clean energy, may affect the environment and the livelihoods of communities.

Ethiopia has a long history of recurring droughts, the magnitude, frequency, and impacts of which have become more severe since the 1970s.ⁱⁱⁱ Due to climate change and human-induced factors, the areas affected by drought and desertification are expanding. Flash floods and seasonal river floods are becoming more common due to deforestation, land degradation, climate variability, and settlement activity, causing further environmental degradation. Areas previously not, or less, affected are becoming now prone to these hazards, against which communities have not yet developed sufficient resilience.^{iv}

The main climate change projections for Ethiopia are a median annual average temperature increase of 3.2°C, with a range of 1.8-4.3°C possible by 2080-2099 and a median increase in annual average rainfall of 7% with a range of - 3% to +25% possible by 2080-2099.^v



The increased variability of precipitation expected due to climate change is likely to impact health negatively. After flood events, diarrhoeal diseases and vector-borne diseases are more common due to mixing of human waste and drinking water.^{vi} Stagnant pools of water provide extra breeding grounds for disease carrying mosquitoes. In times of drought, water quality can decrease, causing diarrhoea. Lack of access to adequate amounts of water for personal hygiene can cause diarrhoeal disease, intestinal worms and trachoma.^{vii} The burden of diarrhoeal disease in Ethiopia is high with 124,000 deaths annually (161 deaths per 100,000 people).^{viii} Inadequate water and sanitation infrastructure coverage and poor knowledge of hygiene are factors behind high rates of diarrhoeal disease. These factors make populations vulnerable to extreme events. Only 38% of the population in Ethiopia use improved drinking water sources (compared to 17% in 1990), and 12% use improved sanitation, (up from 4% in 1990).^{ix} Only 15% of under-fives with diarrhoea receive oral rehydration therapy and continued feeding.^x Thirty-three per cent of under-fives sleep under an insecticide treated bednet^{xi} which protects against malaria.

II. TARGET GROUP ANALYSIS

The target groups of the programme are smallholder farmers, who depend on rain-fed crop production and pastoralists in drought prone areas. Their livelihoods are vulnerable to natural hazards aggravated by climate change and natural resource degradation. They live in the following drought-prone areas:

1. Afar Region, Zone 5, Dewe Woreda and Telalak Woreda (Care Ethiopia)

2. Oromia Region, East Hararghe Zone, Kurfachelle Woreda, Gorogutu Woreda (Care Ethiopia and Ethiopia Red Cross Society)
3. Oromia region, Borena Zone, Mio Woreda (Cordaid)
4. Oromia Region, Guji Zone, Goro Dola Woreda (Cordaid)
5. Amhara Region, South Gonder Zone, Ebinat Woreda (Ethiopian Red Cross Society)
6. Southern Nations, Peoples & Nationalities Region, South Omo Zone, Dassanech Woreda, Niangatom Woreda (Cordaid)

The Partners for Resilience's work will align with and complement earlier supported and ongoing interventions by the partners.

Civil society organisations, local and regional government are also target groups; they are described below under "Contextual analysis" and "Multi-actor analysis".

III. PROBLEM ANALYSIS

Micro

The targeted communities live in districts that are now chronically food insecure. They experience household and asset depletion, with limited household dietary diversity. Smallholder farming techniques are traditional, leaving much room for more modern and intensive techniques for higher yields, while access to extension services, markets and microfinance institutions remains limited, often due to inadequate infrastructure. Their position in the various value chains is weak. Traditional storage methods are not suitable to preserve food for long. Low income and food insecurity lead many to switch to less risky cash crops such as chat, a mild stimulant without nutritional value. The pastoralists' livelihood system is traditionally flexible and able to deal with drought as mobility allows the livestock keepers to move their herds to dry season grazing and drinking areas, which are strategically reserved for dry spells. However, human and livestock population growth, alternative investments, bush encroachment and more frequent droughts, have resulted in a sharply dropping carrying capacity of the rangelands. In turn, this leads to more competition between neighbouring communities over water and grazing land, often causing conflict. Demand for firewood, charcoal and wood for construction purposes add to the already severe environmental degradation. Access to social services is difficult due to poor infrastructure and, with regard to natural hazards, this affects communities' resilience as well.

Both smallholder farmers and pastoralists find themselves in a downward spiral of poverty, as they gradually lose their livelihood assets and derive less income and food from their production systems. Emergency, relief and development interventions have provided a safety net by improving food insecurity in dry periods and livelihood diversification. This is however inadequate to address the scale and complexity of the challenges.^{xii} Hence, the importance of broadening the scope of interventions by addressing the impact of climate change, which is causing more frequent and severe droughts as well as erratic rainfall and floods.

Meso

The need for affordable energy in urban centres compounds the continued deforestation and environmental degradation. Staff at the regional and district Disaster Management and Food Security Sector (DMFSS) as well as CSOs still lack capacity and practical experience in disaster risk management (DRM) and integrating the concept of ecosystem services with livelihood support. There is a need for institutional and capacity building, including strengthening links between actions at community level, on the one hand, and policies and knowledge development at national level and beyond, on the other. Infrastructure and access to services to facilitate timely disaster identification, preparedness and response are inadequate.

Macro

Government capacity is a critical issue for implementation of its proposed disaster risk management (DRM) policy. Lack of coordination and cooperation among development partners, donors and government branches and the lack of a coherent, comprehensive approach to DRM are the main challenges to its implementation.^{xiii} Policies and programmes to address ecosystem degradation, disaster risk and climate change are in their infancy. With the support of the United Nations Development Program (UNDP) and the Global Facility for Disaster Risk Reduction new programmes to strengthen capacities for disaster risk reduction (DRR) and Climate Change Adaptation (CCA) have started, but there is room for improved cooperation with community-based organisations. Only over the last four to five years there has been political acknowledgement of the need to adapt to the unavoidable impacts of climate change.^{xiv} Similarly, the humanitarian community's shift from disaster response to disaster preparedness and DRR is from recent date.^{xv} Government policy encourages large scale investments, which are expected to result in macroeconomic benefits, but which may also lead to collateral effects such as natural resource degradation, leading to the depletion of natural resources which are vital for smallholder farmers and pastoralists.

IV. CONTEXTUAL ANALYSIS

Population growth increases the pressure on the land for settlement, cultivation, food production and consumption, resulting in further environmental degradation and encroachment on rangelands. The breakdown of

traditional resource management institutions in pastoralist areas causes further environmental degradation and natural resources-based conflict. Such institutions would regulate the common use and conservation of dry and wet season grazing areas, as well as deal with resource-based conflicts between communities.

The high demand for affordable energy and construction materials from urban centres, and the need for additional income, encourage the selling of wood for construction, and firewood and charcoal production by target communities, thereby further degrading the natural environment. Growing allocation of land to investors increases the already high demand for scarce resources and results in a further depletion of natural resources and assets for smallholder farmers and pastoralists.

A new national policy on disaster management is expected to be ratified in 2010, while a new mandate and approach for the Disaster Management and Food Security Sector (DMFSS) under the Ministry of Agriculture & Rural Development shifts its focus from emergency response and relief work to the much broader and preventive disaster risk reduction. The DMFSS is the lead agency for issues related to climate change. The National Adaptation Plan of Action was produced in 2008 and in March 2010 the Ethiopian Environmental Protection Authority presented the draft Program of Adaptation to Climate Change.^{xvi} Limited capacity and resources are constraints on the full implementation of policies and programmes.

Legislation for Charities & Societies, which was ratified in 2009^{xvii}, classifies organisations as international or indigenous. Any organisation raising more than 10% of its funding from abroad is classified as international. The mandate of international organisations is limited to poverty alleviation and humanitarian activities. Organisations that raise 90% or more of their funding in-country are classified as indigenous and are mandated to work in additional areas such as human rights, gender and conflict. Many NGOs are used to operating in emergency mode and need to adjust themselves to a developmental approach that creates ownership. In the application of their community-driven approaches, the Partners for Resilience will ensure women and other vulnerable community members will be included in decision making, so that their needs will be taken into account. The use of natural resources will be included in the hazard/vulnerability/capacity assessments, followed by community managed action planning, which will consider conflict related factors as well.

The Partners for Resilience will work through local organisations selected on the basis of the following criteria: a) the organisation has a long-term partnership with either one of the alliance members in the implementation of community-driven disaster risk reduction programmes; b) the organisation is familiar with the local situation, has been engaged in DRR and is open for ecosystem restoration programmes; c) the organisation is well embedded in local communities; and d) the organisation has the capacity to implement integrated community resilience programmes.

CARE Ethiopia, partner of CARE Netherlands, will build on its earlier work with the Productive Safety Net Programme (PNSP) which is complementary to Partners for Resilience's programme. The **Ethiopian Red Cross Society**, partner of Netherlands Red Cross Society, supports community-driven participatory watershed pilot projects in Gorogutu and Ebinat districts. The Partners for Resilience will benefit from the experience and lessons learnt so far.

Cordaid has been facilitating drought cycle management, drought preparedness and disaster risk reduction initiatives in South Omo, Borena, Afar and Dire Dawa since 2006. Cordaid works through CSOs while building their capacity. As a member of the Partners for Resilience, Cordaid will expand its drought preparedness and disaster risk reduction programme in Dassanech, Milo and Liben districts. This will complement ongoing Cordaid supported programmes in neighboring districts and across the border in Kenya. Cordaid will partner with **Action for Development (AfD)** and **ACORD**. For policy dialogue, Cordaid will partner with the **Pastoralist Forum Ethiopia**.

Other Southern partners are the **International Institute for Rural Reconstruction**, responsible for capacity building of community-based Southern partners and documentation of lessons learnt. The **Cordaid programme management unit in Ethiopia** is responsible for capacity building of community-based southern partners, and for advocacy related to DRR and CCA.

The Red Cross/Red Crescent Climate Centre (RCCC) will work with Partners for Resilience partners and national and regional knowledge centers to build their expertise in the area of community-driven climate risk management, with a view to promoting policy dialogue on ecosystems-based DRR/CCA. Wetlands International will support the programme with their unique expertise in integrated eco-systems development.

On the basis of the SWOT analysis of Ethiopian civil society, the following strategies for strengthening civil society were formulated for inclusion in the country programme:

	Strengths	Weaknesses
Opportunities	<p><i>Involvement of traditional community institutions in the participatory processes on CMDRR/CAA</i></p> <p><i>Cooperation at field level between all stakeholders: NGOs, local government and local institutions</i></p> <p><i>Broad funding base possible, provides the opportunity to diversify funding base for programme activities</i></p>	<p><i>NGOs and governmental staff should shift role from programme 'executor' to 'facilitator', where the ownership should tie with the community institutions. Put emphasis on building & reinforcing these institutions</i></p>
Threats	<p><i>Longer term commitment needed from different stakeholders in order to guarantee sustainability of interventions</i></p>	<p><i>In order to ensure long term sustainability, the programme emphasises community ownership, building strong local institutions with good links to local government.</i></p>

V. MULTI-ACTOR ANALYSIS

The Partners for Resilience will work with the following actors:

1. The **district** ("woreda") **administration** being the centre of socio-economic development, the Partners for Resilience will sign a Memorandum of Understanding as a basis for close collaboration with the extension services of the line ministries. An agreement will be signed with regional authorities as well.
2. The Partners for Resilience and the **Royal Netherlands Embassy**^{xviii} hold common views on the vulnerability of ecosystems and livelihoods that depend on its conservation. The Netherlands Embassy will be in a position to support the Partners for Resilience in their work on policy development, policy dialogue and advocacy.
3. The alliance members, through their long term presence in Ethiopia and cooperation in different networks, are in a good position to coordinate and align their work with other initiatives, such as **PSNP** (World Bank), the programme of the Government of the **Netherlands**, the **EU** food facility programme, the ECHO Drought Risk Reduction programme and the **OXFAM**-coordinated Regional Pastoralists Livelihood Advocacy Program (REGLAP) of which Cordaid is member.
4. The Partners for Resilience are engaged with the **Climate Change Forum** to support policy and strategy development.
5. The role of **private sector** actors will be analysed with each target community. The private sector may be supportive, for example, in terms of technology development, support to the various value chains, and provision of micro credits. Private sector activities may be a risk, for example, in case investment encroaches on the natural resource base of communities. The Partners for Resilience will then seek to facilitate discussions to ensure that the interests of the target communities can be taken into account.

The Partners for Resilience will have added value in terms of the integration of community-managed DRR, CCA, and ecosystem management and restoration (EMR). This will allow strengthening livelihoods and restoring and protecting the natural resource base in a sustainable manner. The Partners for Resilience's work will be supported by scientific information on global and local climate change trends from the Red Cross / Red Crescent Climate Centre in collaboration with regional and local knowledge institutions. The experiences and knowledge development of the Partners for Resilience will be the basis for the policy dialogue with local, national and international decision makers.

VI. TAILOR-MADE PROGRAMME

The main conclusions derived from the context analysis are the following:

- Smallholder farmers and pastoralists increasingly face challenges to sustain their natural environment from which they derive their livelihoods;
- They are caught in a downward spiral of natural resource degradation, loss of assets, poverty and food insecurity;
- Causes include factors related to climate change, population growth, demands for fuel wood and insufficient policy support;
- Local NGOs and government departments have capacity in DRR and natural resource management; they lack capacity in an integrated approach to DRR, CCA and EMR.
- Most of the relevant policies were only recently adopted and have not yet been fully operationalised; similarly, different stakeholders need to be made aware of the need to coordinate if the policies are to be effective;

The programme aims for results in three areas:

1) Strengthening communities' resilience by restoring the ecosystems they derive their livelihoods from, and by protecting, strengthening and diversifying livelihoods. For this purpose the programme will, among others things,

improve watersheds, reclaim land, restore degraded land, introduce improved grazing systems and sustainable techniques for agricultural production, facilitate access to micro-finance and create market information networks;

2) Improving capacity of communities and local CSOs. The programme will introduce community-driven disaster risk assessments; community managed disaster risk reduction plans; develop capacity to plan and implement integrated approaches to DRR/CCA and eco-system management and restoration. CSOs will be strengthened organisationally, technically and in advocacy.

3) Supporting policy dialogue and knowledge management. By documenting best practices and sharing them with policy makers, the programme will endeavour to influence policy formulation in respect of DRR/CCA/EMR and achieve an increase in resource allocations for that purpose.

The potential of the natural capital, or the ecosystems, that are vital for communities, is often underutilised in the DRR/CCA context. Ecosystems are crucial in DRR and CCA as a buffer to reduce the impacts of hazards and to reduce vulnerability. Climate change is projected to lead to more frequent, intense and erratic weather, resulting in disasters and environmental degradation, thus affecting livelihoods. Climate change and disaster risk reduction will be linked by mainstreaming the concept of *Early Warning, Early Action*, making use of climate information available over different time spans (from decades to hours) and at different levels (from global to local) to be linked to local action.

The abovementioned activities will benefit from the global support component which provides good practices on DRR/CCA/EMR to the community resilience activities. The programme in Ethiopia connects to global networks of civil society organisations and knowledge centres that will provide tools and partnerships to the Southern partners; and global policy inputs that will support their engagement with national policy makers, planners and implementing agencies. This includes in particular existing programmes like the UN Framework Convention on Climate Change Special Climate Change Fund's supported programme "Coping with Drought and Climate Change", The GFDRR regional programme on climate modelling and risk management^{xix} and the GTZ supported adaptation programmes.^{xx}

A number of opportunities present themselves that will contribute to the success of the programme. There is growing political recognition of the relevance of climate change adaptation and disaster risk management. Ethiopia has positioned itself prominently on the global climate change agenda as the Prime Minister represents Africa in international climate change negotiations. There is a growing donor interest and support for climate change adaptation and disaster risk reduction. The Partners for Resilience will grasp these opportunities and align themselves to government policies and other donor initiatives.

ⁱ Indexmundi.com – CIA World Factbook – February 19, 2010.

ⁱⁱ World Bank, *Disaster Risk Management Programs for Priority Countries: Ethiopia*.

ⁱⁱⁱ Catholic University of Leuven, Belgium, *EM-DAT: The OFDA/CRED International Disaster Database*.

^{iv} Indexmundi.com – CIA World Factbook – February 19, 2010.

^v *Climate Change National Adaptation Program of Action for Ethiopia*, 2007.

^{vi} Ahern M, Kovats RS, Wilkinson P, Few R, Matthies F. Global health impacts of floods: epidemiologic evidence. *Epidemiol Rev*. 2005;27:36-46.

^{vii} Confalonieri, U., B. Menne, R. Akhtar, K.L. Ebi, M. Hauengue, R.S. Kovats, B. Revich and A. Woodward, 2007: Human health. Climate Change 2007: Impacts, Adaptation and Vulnerability. Contribution of Working Group II to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change, M.L. Parry, O.F. Canziani, J.P. Palutikof, P.J. van der Linden and C.E. Hanson, Eds., Cambridge University Press, Cambridge, UK, 391-431.

^{viii} WHO 2004 Global Buren of Disease.

^{ix} WHO health statistics 2010

^x WHO health statistics 2010

^{xi} WHO health statistics 2010

^{xii} World Bank, *Disaster Risk Management Programs for Priority Countries: Ethiopia*.

^{xiii} World Bank, *Disaster Risk Management Programs for Priority Countries: Ethiopia*.

^{xiv} UNFCCC COP 13, December 2007.

The Bali Action Plan puts adaptation to climate change for the first time on equal footing with mitigation.

^{xv} Hyogo Framework for Action 2005.

^{xvi} World Bank, *Disaster Risk Management Programs for Priority Countries: Ethiopia*.

^{xvii} Charities and Societies proclamation 621/2009.

^{xviii} Embassy of the Kingdom of the Netherlands, *Multi Annual Strategic Plan 2008 – 2011*.

^{xix} Global Facility for Disaster Risk Reduction. *Activity Details (ID 1464)*. [online] Available at: http://gfdrr.org/proposal_pdfs/1464a.pdf [Accessed in May 2010].

^{xx} Federal Ministry for the Environment, Nature Conservation and Nuclear Safety, *Adapting to climate change by improving water resources management*. [online] Available at: <http://www.bmu-klimaschutzinitiative.de/en/projects?p=1&d=503> [Accessed in May 2010].