

Government of the Federal Democratic Republic of Ethiopia

United Nations Development Programme

Programme Support Document¹

Project title: Food security
Project ID: 00041010

Project Duration: 2005 - 2006

Management Arrangement: NEX

Implementing partner (Designated executing agency): Food Security Coordination Bureau

Other Partners (Implementing agencies): Ministry of Agriculture and Rural Development, Regional Food Security Offices and other relevant Federal and Regional Institutions including* Federal Marketing Departments/Institutions, Rural Development and Cooperative Promotion Bureaus/Offices,

Programme Resource: US \$ 5 million total (see the footnot)

Programme Brief Description: (See next page)

Agreed by Government _____

Mekonnen Manyazewal
State Minister

Date

26 DEC. 2005

Agreed by Executing Agency _____

Berhane Gebreyes
With the Rank of Deputy Commissioner
Head Food Security Co-ordination Bureau

Date

Dec 29/ 2005

Agreed by UNDP _____

MICHAEL MORGAN
DEPUTY RESIDENT REPRESENTATIVE (OPERATIONS)

Date

29 Dec 2005

¹ The earlier PSD signed by the government and UNDP in 2004 has been revised and replaced by this document, based on the government's request for a revision to match its current priorities.

² Initially allotted total CCF 2 fund for this programme was US \$ 6 million out of which US \$ 1 million was used under a Preparatory Assistance arrangement. Then the full PSD signed in December 2004 remained with a budget of US \$ 5 million. With US \$ 0.5 million already committed and bulk of it disbursed in the context of the preceding PSD (for capacity development support to the wereda and to the co-operatives), this revised PSD is left with US \$ 4.5 million for implementation of new activities as soon as it is fully signed.



Brief Description

Although Ethiopia's overall economic growth in recent years, as measured by increase in GDP has been good, there remain enormous development challenges. Vulnerability and drought disaster risk, acute and chronic food insecurity, shift from relief to recovery and long-term sustainable economic development, etc are some major issues to be still addressed. Food insecurity caused by natural and structural factors has been a rooted development challenge. Millions of peoples are faced with food crisis year in and year out. Moreover, the pandemic of HIV/AIDS has added to the complexity of the problem.

The government has been pursuing actions at various administrative levels (federal, regional, wereda) including putting in place new policies, strategies and institutional arrangements with the purpose of seeking a lasting solution to food insecurity and the irregular drought crisis. A Food Security and related Rural Development Strategy has been developed. A good range of policy packages have been outlined in the Sustainable Development and Poverty Reduction Programme (SDPRPI). Yet, the persistence of food insecurity challenge, in particular the 13.2 million who were affected by drought in 2003, led to a series of policy dialogues and consultations between the government and development partners resulting in the establishment of Coalition for Livelihood and Food security in Ethiopia in 2003. This has been a major positive step, in the commitment by government and its partners to start the process of moving from emergency food aid to longer terms food security and development. In terms of content, the Coalition process provided for a Coalition Plan of Action of \$3bn, focusing on (i) increased food productivity; (ii) access to food; (iii) food utilization (health and nutrition); and (iv) voluntary resettlement. The open and transparent and inclusive process of consultation between the government and its partners, leading to a 'common' and upscaled programme of action was another hallmark of the Coalition. This innovative approach emphasized "doing business differently" in an "emergency mode". Within the framework of SDPRP I, the objectives of the Coalition in the short and medium term was to move 5m chronically food insecure and some 10m people affected by transitory food insecurity out of this condition within a period of 3/5 years (from end of 2003). Some of the significant actions taken by the government and its partners include, inter alia, the launching of the Productive Safety Net Programme (1 billion birr) in February 2005; provision of annual budgetary allocation from treasury for food security programmes; rearrangements of the institutional set up in the government, allowing for a more coordinated and rapid response from a 'super-ministry' of Ministry of Agriculture and Rural Development, in which the newly established Food Security Bureau and three sectors report directly to the Minister.

UNDP committed US \$ 5 million of its TRAC resources to support food security programme, as approved by the UNDP Executive Board in June 2002 in the context of the second Country Cooperation Framework. Although this PSD is being approved and implemented in 2005, UNDP has already disbursed approximately 1.5m worth of priority services in support of food security through (i) a US \$ 1 million Preparatory Assistance (PA) arrangement, (pending the signing of the full programme document), and (ii) part implementation of a Food Security Document of \$5m signed by both the government and UNDP in 2004. Following further consultation between UNDP and GOE in July 2005, it was agreed to finalize the present PSD with the balance of \$4.5m to support the Coalition Plan of Action with specific reference to the following components:

- Support to revival of the Coalition process.
- Support to the consolidation of socio-economic programmes to existing resettled communities in the 4 regions and enhancement of livelihoods of resettled communities.
- Strengthening of capacity of food security institutions at the Centre, regions and weredas, with concentration on improving the service delivery system for making food security happen for the poor.
- Social mobilization to ignite the national potential for self-reliance and sustainability including through the creation and expansion of asset base for the poor.
- Effective marketing policy and strategy – to facilitate market orientation of the rural economy.



I. SITUATION ANALYSIS

Macro Economic Situation

Ethiopia's some poverty related indicators signal great challenges ahead to realize equitable economic development and livelihoods. With about 30% current literacy rate and wide gender (male vs. female) disparity, this literacy figure is considered among the lowest in sub-Saharan Africa. The challenge is also depicted by other few social and economic indicators including an infant mortality rate of 118 per 1000 live birth and growth; primary enrolment rate of 45.8%; food insecurity; pandemic of HIV/AIDS with a prevalence estimated rate of 4.4% and infected population of 1.5 million in 2003; extremely inadequate social services to the population at large, etc. Furthermore, due to the serious imbalance between population and land ratio, the carrying capacity of rural land has been overwhelmed, with extreme degradation and depletion. This problem is much more than issues of natural asset management and use. The challenge is complex and rooted into poverty and food insecurity. Food insecurity is tantamount to poverty, and broader in concept in terms of politico socio-economic factors beyond issues of agricultural development, as such.

Since the down turn of the ruthless and authoritarian military regime, the current government has taken a number of positive measures in the reconstruction of the past-mismanaged economy. Since 1992, a number of significant measures have been carried out to reduce poverty in the context of a series of reform programmes in the political, economic and social spheres. In response to the reforms, the economy displayed marked levels of growth, reversing the previous two decades of poor economic performance.

The growth reform measures were based on an ambitious democratisation and decentralization programme with the goal of transferring administrative, financial and management responsibilities to the wereda and community levels. Moreover, these actions were coupled with designing and placing of a number of policies and strategies to bring growth. With the intention to stimulate the forward and backward linkages of the agricultural and industrial sectors to bring about overall equitable economic growth, and diminution of poverty, one aspect of the GOE's policy and strategy has been to promote Agricultural Development Led Industrialization (ADLI). A number of other strategies and policies go along and complement the ADLI idea and these inter alia include: - Food Security Strategy; - Rural Development Policy and Strategy; and - Poverty Reduction Strategy Paper (PRSP), also known as - Sustainable Development and Poverty Reduction Program (SDPRP), etc. During 2004/05, the government participated in the Millennium Project and produced a MDG Needs Assessment and Sector and Macro level analysis and a Synthesis Report, which is expected to inform finalization of SDPRP II in September 2005. The major issue concerning these national macro policies is the urgency to translate them in terms of implementation at the regional, wereda and also going down to the level of communities..

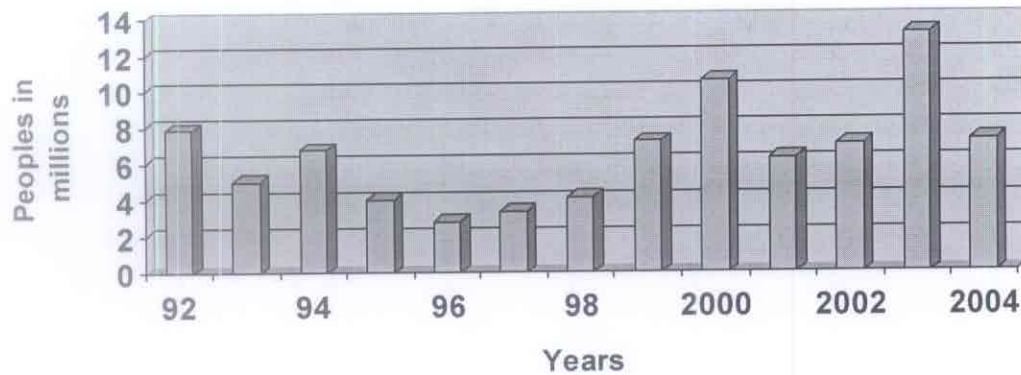
The Food Security Challenge

In Ethiopia, the vast majority of the rural population living from rain-fed subsistence economy and antiquated production practices are regularly faced with the struggle for livelihood and food security. In recent years, i.e. 1973/74, 1984/85, 1987, 1992-94, 1999/2000, and 2002/03, the drought led to a



wide humanitarian crisis, affecting several millions of people. In response to food production shortfall, an average of 700,000 metric tons (MT) of food aid was received annually during the last decade. Over 40% of annual ODA of approximately \$1 billion is used for humanitarian assistance. In 2003, some 13.2 million affected people received support. However, in 2004 the effected population went down to 7.2 million.

Number of Food Aid Beneficiaries in Recent Years



The above graph depicts people that received relief assistance during the recent past years. Although this is indicative of the magnitude of the emergency met, the actual number of people faced with problem of food insecurity in each year could be much higher. The above graph also illustrates the very short intervals of the drought occurrence. In the last five years (between 1999 and 2003), the drought happened nearly every year. In contrast, in the 70's and 80's the drought pattern was once in 10 years., Disaster preparedness, effective early warning system, good management of humanitarian assistance by the Government, and rapid response and support of international community has been recognized as having averted famine and more significant disasters over the recent years in Ethiopia. Notwithstanding this, it would appear that the humanitarian support has inadvertently increased dependency on food aid, as evidenced by the increasing number of food insecure (from a figure of 2.82m in 1981 to 13.5m in 2003 – the last major drought). One major lesson that has been learnt is the need for food insecurity to be e treated as a longer term development issue rather than only as an emergency. There has been increasing recognition for the need to bridge the gap between emergency, relief, recovery and long-term development. The response of the government and its partners to this challenge was establishment of the Coalition for Livelihood and Food Security in 2003.

Coalition for Food Security and Livelihood in Ethiopia

The new Coalition between the government and development partners was formed at the 11-12 June 2003 forum in the Prime Minister Office premises, with UNDP support, to find a lasting solution to the question of food insecurity in Ethiopia. The Coalition process brought together a variety of partners- the government (federal and regional), development partners including donors, the UN System, civil society, and the private sector who agreed on the need for a co-ordinate effort in order to pull together resources in a strategic fashion toward making the shift from humanitarian to a longer term recovery,



food sufficiency and development. The Coalition Plan costed at \$3bn and prepared by the government and its partners was also the first attempt at joint 'programmatising' under the framework of the government's food security strategy – however the programme remains not fully funded. The four components of the Coalition Action Plan (\$3 billion) were (i) increased availability of food, (ii) access to food (iii) utilization of food (health and nutrition) and; (iv) access to productive land/voluntary resettlement. The instruments for doing so were articulated in the Action Plan which included, inter alia, the establishment of a Productive Safety Net Programme, non-farm household income diversification, Price and Market reform, including private sector involvement; Voluntary Resettlement Programme. The programmes were expected to be implemented in an accelerated and emergency mode, including through social mobilization, simplified modes of delivery in which the communities played a key part; and up-scaling of proven programmes.

The Coalition Process

During 2003, UNDP championed and supported the process leading up to the establishment of the Coalition for Livelihoods and Food Security. Shortly after the 11-12 June 2003 food security workshop, mentioned above, a special group meeting chaired by the Deputy Prime Minister (including Minister of Foreign Affairs, Ambassador of the USA, EC, UN Resident Coordinator, Country Director of the World Bank and Director of WFP), and other high-level series of meetings reconfirmed the need for urgency in the Coalition process. Then a Technical Group (TG) to work on full time basis was immediately set-up to develop and cost a package of urgent actions, with the chairpersonship of the then Minister of Agriculture. UNDP supported the Coalition process in terms of facilitation of work of the TG and production of the Coalition food security programme. UNDP also supported experience sharing visit to Vietnam and China for ten higher officials from the government which helped them to build their knowledge to enhance the implementation of the coalition process. The USAID and WB joined UNDP in contributing US\$ 150,000 to a pooled fund for supporting the Coalition process.

The Technical Group of 25 persons that worked from a common office premises over six months was broad based and drawn from the federal government (former Ministry of Rural Development and Ministry of Agriculture, Disaster and Prevention and Preparedness Commission, Ministry of Finance and Economic Development, Ministry of Water Resources and Ministry of Federal Affairs), and the Regional States of Tigray, Amhara, Oromiya and SNNP, WB, USAID, UN (UNDP, WFP, FAO, WHO), EC, DFID, CIDA, SIDA, governments of Ireland, Germany, Japan and NGOs.

In the Coalition food security programme, resettlement, safety net, social mobilization, marketing policy and strategy, and institutional capacity building are important components. These are also the concentration of this PSD.

Another major policy forum, organized with UNDP support was the Partnership Event on livelihoods and food security on 1st and 2nd December 2003 that brought together the government leadership, development partners (donors, the UN Systems, international financial institutions, etc) from within and outside the country. This event having the major objective to cement the basis for the way forward, has been the next step in the process of mobilizing resources, partnership and commitments for implementation of the Action Plan. Partnership Event included the following:



- Government and development partners pledged resources. The government pledged to set aside in its regular budget US \$ 200 million, i.e. 40% of what is required per year to support the Coalition programme.
- Institutionalization and implementation arrangement for food security and agricultural development.
- Agreement reached on annual review of implementation progress of the Coalition food security actions, in connection with the annual SDPRP review process consisting of high level representatives of the government and development partners
- Establishment of a revamped Federal Food Security Committee
- Move fast with the preparation and implementation of a safety net programme to reach over 5 million people faced with chronic food insecurity.
- Design and initiate a programme of social mobilization such that the people themselves to be a strong part in the process for food security.
- Accelerate and expand implementation of on going activities, which are in line with the priorities of the Coalition food security programme. And alongside with this is reorienting the allocations that currently exist for food security programme to more centrally place them in line with priorities that are emerging under the coalition programme.
- Enrich the implementation action plan of the Coalition programme, drawing on the many ideas that came from the partnership event.
- Work to fine tune and put in place a system for monitoring and adjusting of results, based on what already exists

What is new in the Coalition idea?

The Coalition idea as indicated above is based on “doing business differently”, and characterised including inter alia by the following:

- Mobilization of political will/commitment from all;
- Addressing of the food insecurity and livelihoods challenges in “an emergency mode” with a sense of “urgency”;
- Development and implementation of a set of programme proposal – addressing food security and recovery issues broadly in terms of effecting quick shift from relief aid to sustainable long-term food security and development;
- Inclusiveness in partnership and activities;
- Significant departure in content in terms of “what” and “how” from the past individualized project and programme approaches;
- Taking multiple timeframe perspective (short, medium and long-term) to addressing the problem;
- Social mobilization for promoting self reliance and sustainability by involving and making the people central in the process towards food security;
- Increased harmonization and coordination of food security and recovery actions;
- Expanded market orientation/commercialization of rural production; and
- Up-scaling of best practices
- Accelerated capacity building, specially at the wereda and community levels.



Developments since the last Partnership Event, December 2003

Following the Partnership Event held in December 2003, a number of radical measures have been taken to speed up the implementation of the Coalition Action plans (\$3 billion). In view of creating a co-ordinate mechanism for implementation of the coalition action plan, the government merged the Ministries of Agriculture and Rural Development to form Agriculture and Rural Development Ministry headed by 3 State ministers and a Food Security Coordination Bureau, all of whom reported directly to the Deputy Prime Minister

Productive Safety Net Programme (PSNP), capitalized at \$1 billion and a Safety Net Implementation Manual has been prepared jointly by the GOE and its partners during 2004, for implementation in 192 'safety net' woredas. The productive safety net programme was operationally launched in February 2005. The government has also taken encouraging steps in providing extensive vocational education and training to ensure agricultural transformation and rural development. Special training programme has also been organized on "Safety net theme" at the federal, regional and woreda levels

Similarly, as part of the Coalition Action Plan, a Resettlement Programme with the aim of voluntarily resettling some 2.2m people was inaugurated in 2003. Some 530,000 people have since been resettled in the main 4 regions of Ethiopia. Resettlement Manual has been developed to guide implementation of voluntary resettlement programme.

Besides the PSNP and the resettlement programmes, the other initiatives are expected to significantly improve food security of up to additional 10 million people within 5 years. The latter includes components dealing with delivery of extension services, credit, capacity building, natural resource rehabilitation, etc. The government has been committed to avail the necessary financial and technical inputs to reach the poor. This includes a budget increase to birr 2 billion starting from 2005. Also significant amount of project resource has been channeled to the chronically food insecure woredas.

In view of combating deep rooted dependency and promoting self reliance among communities, a concept note on Social Mobilization and terms of reference for developing social mobilization strategy and implementation manual has been drafted and submitted to the Food Security Bureau by UNDP in early 2004 as a basis for its full scale elaboration. Social mobilization is expected to be instrumental in promoting demand driven; people centred development and strengthening community empowerment to advance the food security agenda.

Detailed Terms of Reference were finalized by the Government for the National Steering Committee which is expected to provide oversight of the Coalition Action Plan, that started meeting under the chairperson of a state minister of the Ministry of Agriculture and Rural Development in early 2005. UNDP represents the UN system in the Steering Committee.

Despite the significant progress since 2003 on the Food Security Agenda, in particular, that related to the development and implementation of the \$1bn programme on Productive Safety Net, institutional rearrangements etc., there are other complementary areas of work identified in the Coalition Action Plan, which need to be fully fleshed out and addressed to complement and support the larger intended outcomes of the PSNP. These include, for example, sustained support to the existing Voluntary



Resettlement programme, for which the government has identified a funding gap of \$16m for 2005 alone. The issue of weaning away the general population from food aid dependency and move to longer term self reliance, through capacity building and social mobilization is another area that needs early attention. Another important dimension of the Coalition was the continuous process of dialogue and exchange, which needs to be revived too. It is these, and other critical gaps (further elaborated below) that the UNDP PSD expects to focus on.

II. UNDP's STRATEGY

UNDP CCF2 provides for \$6m for Food Security, directly in support of one of the ADLI and the Food Security programme identified in the SDPRP. Furthermore, Vulnerability and Humanitarian support and Recovery constitutes one of the 5 areas of agreed UNDAF joint programming (expected to become operational in 2007). The proposed areas of support also contributes to UNDP SRF Goal 1 Achieving the MDG's and reducing Human Poverty, in particular, service line 1.2, Pro-poor policy reform to achieve MDG goals and Service line 1.3: Local poverty initiatives, including micro-finance.

In addition, a Recovery Programme of approximately \$11m (not yet fully resourced), which is using Internally Displaced Persons as a point of entry, is being implemented in Somali. This is expected to be taken to scale in other regions in Ethiopia. This is funded from non-trac sources and complements the intended outcomes of the Food Security PSD.

As a critical partner of the Government which actively supported the process leading up to the establishment of the Coalition and developing its Plan of Action in 2003, UNDP intends, through the Food Security Programme to ensure that (i) the original intent and spirit of the Coalition process is revitalized and sustained; (ii) the development of priority programmes (other than the PSNP) identified in the Coalition Action Plan (such as marketing and social mobilization, health and nutrition etc) are further supported and implemented; (iii) on-going programmes such as Voluntary Resettlement are made more sustainable; and (iv) Service delivery for food security enhanced at the woreda and community level through capacity development and social mobilization.

The above are expected to contribute to the government's intended short/medium term outcome of moving 5m chronically affected and 10m people acutely affected by food insecurity out of the present emergency situation and toward longer term development.

One of the important distinctions of the Coalition programme was also 'how' to deliver on the programme priorities. The Coalition process was expected to be (i) delivered with minimum transactions costs, including through an integrated approach; (ii) through an 'accelerated' and 'emergency' mode of delivery and most importantly through a (iii) simplified process which ensured the participation of the communities at the grass roots levels, not just as beneficiaries, but more importantly as implementers and service providers. As such UNDP programme of action is expected to be delivered along the following lines:

- Increased impact and complementarity: UNDP programmes will be operational in the Safety Net Woredas, which correspond with those of UNDP's programme weredas (38) and to the extent possible will be working with the established operational mechanisms already functioning to deliver the PSNP, ensuring complementarity and impact.



This would therefore involve close operational collaboration with the World Bank and other development partners working on the PSNP programme, and UNDP's active participation in the PSNP technical group.

- Reduction of transactions costs: Bulk of the funds for support to Voluntary Re-settlement will be provided, where-by UNDP funds will co-mingle with government's larger resources to support consolidation and sustainability of socio-economic recovery of the already resettled people in the 4 regions.
- 'National' Capacity Building: The capacity building support at the wereda levels, will go beyond capacity development support to the wereda officials, to include the communities, such as farmer's association and women's associations as well as the poor themselves, who will be involved in the actual delivery of services including through use of programmes such as the Community Conversation.
- Simplified delivery processes: Within the context of NEX, simplified delivery processes with the active involvement of the communities themselves will be pursued, including ensuring that a further 60% of the 80% funds that are transferred to the wereda are managed directly by the communities.
- Social Mobilization will be both a programme to wean away people from food aid reliance, but will also serve as a tool for service delivery and programme management at the grass roots levels by the communities and the poor themselves. In this programme the successful and tested approaches of Leadership for Development and Community Conversations, (used for behavioural change for HIV/AIDS) suitably modified, will also be used as one of the methodologies for an upscaled programme of action.
- Up scaling: Both the social mobilization strategy and plan and the marketing strategy/plan are expected to be developed in conjunction with the government and its other partners, as a basis for developing a full scale programme of action which is expected to be implemented through a pooled programme of action (along the lines of the process followed for the PSNP).

Finalization of the full Programme Support Document (PSD) was postponed till the start of the food security Coalition Programme Pending the outcome of the Coalition process during 2003, and with a view to implementing priority actions of the government, US \$ 1 million Preparatory Assistance (PA) programme was approved and implemented from 2003 to 2004 The PA provided immediate support to priority food security activities identified by the government, including strengthening implementation, management and coordination capacities of food security and agriculture institutions; - support to consolidation and dissemination efforts of a comprehensive technology packages; - assessment of the pilot national agricultural information system, etc. It also supported capacity strengthening of the then Ministry of Rural Development (MORD). Another UNDP pooled programme of action directly supporting the Coalition process was approved for US 150,000 in partnerships with USAID and the World Bank. This programme supported the process of the Coalition, including the work of the different Technical Groups that produced the Coalition Action Plan for \$3 billion and facilitated a series of workshops and debates on the Action plan to ensure buy in of all partners during 2003. The



Partnership Event held in December 2003, in conjunction with the Annual Progress Review of the first year of the SDPRP.

Based on the Coalition programme of action, a full Programme Support Document (PSD) was signed by the government and UNDP in December 2004. Implementation of the PSD was delayed for various reasons, resulting in an agreement in July 2005 between UNDP and the GOE to revise the PSD to now include components relating to: i) access to productive land/resettlement, (ii) Social mobilization, (iii) capacity strengthening of food security units at wereda level and community level organizations for service delivery (iv) support for development of a marketing policy/strategy as a basis for catalyzing and developing a full fledged programme of action in partnership with Coalition partners (iv) institutional support to the Food Security Bureau to effectively manage the Coalition process and (v) d M & E.

In support of 'expedited' implementation and recognizing the funding gap in the Voluntary Resettlement Programme and need for reducing transaction costs, the funding support to the Resettlement component is expected to be delivered on a 'turn key' basis, against government's larger programme of action. It is also on the clear understanding that \$2m will be disbursed during the course of 2005. Through the process of social mobilization, there is an expectation that the citizens will get involved, inter alia, on issues of service delivery through institutions such as the farmers associations; women's grass roots association etc, thus contributing to 'accelerated' delivery, supporting formal institutions of the government.

III. Programme Components

The following are the proposed components for support under this PSD.

1. Support to revitalization of the Coalition process
2. Improved livelihoods of Voluntary Resettled Communities.
3. Capacity strengthening of wereda and community level for food security service delivery
4. Social mobilization
5. Marketing policy and strategy
6. Monitoring and evaluation

A brief narration is given below on each of the above programme components.

1. Support to Revitalization of the Coalition for Livelihoods and Food Security Process

The Coalition process that has been briefly described above was an innovative approach for integrated and concerted efforts by the government and its development partners in pooling the required resources and actions to move forward the food security and livelihood agenda in Ethiopia. Of importance is also re-instating the process of continuous dialogue and exchange among partners, seen as being critical to the success of the Coalition in 2003. This idea can yield the highly expected results, provided the zeal and commitments are kept alive and the process is revamped and continued. The need therefore to make a distinction between the Coalition 'process' and its 'programme parts'.



While the major components of this particular support still need to be fully discussed with the Food Security Bureau, some areas of support could include the following:

- (i) **Accountability to the Coalition Agreements:** Beyond the useful exchange on implementation status of the Food Security/Coalition Programme through the National Steering Committee, reinstate the process of partnership exchange between the government and the development partners on a regular basis, as a way of anticipating and jointly addressing areas of priorities, concerns and actions at policy level. Whereas the High Level Forum does provide for such a fora, on a quarterly basis, given the importance of Food Security agenda, and the proven success of such a process during 2003, a focussed high level group which meets on a regular basis will prove very important for sustaining the momentum of the Coalition and for holding all partners accountable to the agreed Coalition outputs and outcomes.
- (ii) Mobilisation of key partners around key programmatic issues, through establishment of time bound task forces as was done for the Productive Safety Net Programme – in areas of marketing strategy, social mobilisation; health and nutrition, etc.
- (iii) Use the Annual Progress Review process of the SDPRP, to also provide for a specific component on reviewing the Coalition process and outcome, giving it the necessary focus and importance.
- (iv) Systematic follow up on the broad consensus reached and the agreed next steps in the 1-2 December 2003.

2. Support for Voluntary Resettlement Programme

One of the major components of the Coalition programme, prepared jointly by the government and development partners in 2003 was access to productive land/voluntary resettlement. The government's plan provides for 2.2m people to be voluntary resettled over a 3-5 year period in the four regions of Amhara, Tigray, Oromiya and SNNPR. To date some 488,839 people have been resettled in the above mentioned regional states. Lessons learnt from implementation of the programme so far would suggest that (i) the 'transitional' need of the resettled people as they move from an emergency/relief to longer term sustainable lifestyle in the resettled areas needs to be addressed, (ii) there is need to consolidate existing programmes of the resettled people through increased provision of access to health facilities, primary schools, potable water etc., as a basis also for enhancing longer term livelihood options, (iii) given the iterative process adopted by the government in the management of the Voluntary Resettlement programme, the establishment and strengthening of an effective M&E system is expected to allow for continuous learning and its application for refinement and effective management of the voluntary resettlement programme. As such part of the UNDP funds are expected to be utilized, for strengthening the operations of an effective M&E system, using as the basis the broad framework for food security which was prepared.

UNDP's US \$ 3 million programme is intended to contribute toward government's effort at addressing the above issues of longer term sustainability and contributing toward government's priority request to its partners to meet a funding gap of US \$16 million for 2005 alone.



The programme is expected to have two main components:

- Provision to meet the urgent requirements of the already re-settled around 5 million people for socio-economic recovery through support for establishment of social infrastructures such as potable water sources, health facilities and primary schools; development of livelihoods alternatives; hiv/aids behavioural change, etc.
- In conjunction with government and its UN and other development partners catalyse a process for strengthening, operations and implementation of an M&E system.

3. Capacity Strengthening and Utilization at wereda and community levels for service delivery

The food security units at the wereda levels have been identified for sustained capacity development and support, as primary agents for delivering services.

- (i) Under the previous PSD signed in December 2004, the food security units have already benefited from procurement of equipment and necessary physical support to enable delivery of services on the ground.
- (ii) In addition, continuous capacity development is expected to include traditional technical training, plus on leadership development to the wereda officials. UNDP's Leadership for Development Programme – now mainstreamed into the Government's Civil Service Reform Programme is also expected to underpin the technical skills, as a way of finding solutions from breakdowns to breakthroughs, in addressing attitudinal changes etc.

4. Social Mobilization

Social Mobilization is defined as the process of 'bringing together all feasible and practical intersectoral and social allies to raise peoples awareness and demand for particular development programme to assist in the delivery of services and to strengthen community participation for sustainability and self reliance.

In view of the prevalent chronic food insecurity crisis, continued food aid to communities has created food dependency. While it is anticipated that there will be need for emergency support in the short term, one of the most significant pillars of the Coalition programme was the identified need for a Social Mobilization Programme to be implemented in Ethiopia aimed at weaning the general populace away from aid dependency through (i) increasing public awareness, knowledge and skills to the communities and citizens to organize themselves for self reliance; (ii) motivating people to understand their rights and duties, stimulate local action to meet their needs through community empowerment; and (iii) establishing and strengthening alliances among different development actors and tap hidden potentials to achieve food security and address broad development needs³.

The modality of social mobilization to be adopted will be determined based on the best practices that need to be considered in order to engage the rural community in the national development and poverty reduction process and ultimate bring about the desired change attitude.

³ Social Mobilization – Discussion Note within the context of the National Livelihoods and Food Security Coalition Programme – UNDP Ethiopia, Addis Ababa, February 2004



Some of the proposed key components of the programme will include: - development of a national social mobilization strategy with use of a renowned international adviser and engagement of major actors; and the effective implementation of the strategy. Setting up of a task force including the government and development partners around social mobilization will help enhance the commitment for resource mobilization and effective implementation. The MOARD, public relation bureau will have active role in the overall implementation.

5. Marketing Strategy

Well developed and efficient marketing system is a driving factor for increased production, rapid market oriented rural economic growth and poverty reduction. However, in Ethiopia, the rural marketing system is under-developed, where the marketing chain is very long with multiple intermediaries; and the marketing information, standardization, forecasting and infrastructure systems need strengthening. This marketing setup for inputs and products does not provide adequate price incentive to rural producers.

The government developed an agricultural input and product marketing strategy, to overcome the constraints to the liquidity of rural marketing activities, and create an efficient and effective marketing system. This strategy includes the following eight major areas:

- i) Establishment of input demand forecasting system and strengthening the capacity to effectively utilize this at all levels (federal, regional, wereda, etc);
- ii) organization of the marketing system, based on quality standards involving establishment of a quality inspection system;
- iii) establishing a market information system for informed decision making;
- iv) expanding and strengthening marketing infrastructure – for easy access to markets, and expanding warehouses and strengthening transportation services;
- v) undertaking a vigorous market promotion actions – expanding foreign marketing of agricultural products ;
- vi) increasing capacity of agricultural product marketing;
- vii) ensuring the prevalence of marketing law and procedures; and
- viii) building financial capacity and insurance coverage.

Activities to be carried out at the federal and regional level under each of the above areas are well detailed in the strategy document. In a workshop held in May 2005, the strategy was presented and reviewed with broad participation of various relevant government departments (from the Centre and regions) and development partners. The workshop proceedings are under preparation. Several donors pledged their commitments to the implementation of this strategy, which UNDP is as well committed to support.

Under the previous programme support document (PSD), UNDP provided support with US \$ 300,000, to strengthen capacity of marketing cooperatives to serve their members much better with provision of revolving capital grant. Under this revised PSD as well, UNDP will continue to support operationalization of the government's marketing strategy. US \$ 250,000 will be budgeted as a catalytic resource for coordination and facilitation of the implementation. A renowned international marketing expert will be in place to provide advisory services to the Ministry of Agriculture and Rural Development, which is the focal Ministry and in charge of the overall strategy.



V. Budget

1) Currently Available

Programme component	US \$
Revitalization of the Coalition for food security and livelihood process	50,000
Support for Voluntary Resettlement Programme (for social services and M & E)	3,000,000
Capacity Strengthening and Utilization	200,000
Social mobilization	900,000
Marketing strategy	250,000
Programme management	100,000
Total	4,500,000

2) Used under the previous PSD

	US \$
Support to marketing cooperatives	300,000
Capacity strengthening	200,000
Total	500,000

Grand total (available + used) **US \$ 5 million**

VI. Programme Outcome, Outputs and Activities

Intended Outcome

Increased food security through creation of an enabling environment that includes access to productive land, social mobilization and capacity strengthening

Outputs and Activities

The key outputs and broad activities are outlined, below.

Output 1: Revitalized Coalition for Food Security

Activity: Support through this activity will include: reinstating and sustaining the momentum of the Coalition for food security and livelihoods; - mobilization of key partners; - establishment of task force for facilitating the Coalition process through enhancing commitment for concrete support to food security initiatives including voluntary resettlement, etc; setting of a well maintained website system for local and international access informing on the successes from the various initiatives – this would be also very useful for facilitating harmonization and resource mobilization. Under the broad activity of this component the support also includes the organization of the Annual Progress Review of food security actions and the Coalition work in conjunction with the annual SDPRP review. This will encompass preparation of an annual report on progress (achievements, challenges and proposal for the way forward), organizing and running high level annual workshop/meeting, etc.



Output 2: Improved livelihoods of resettled communities

Activity: This includes support to already resettled communities for their economic recovery through establishment of social services such as potable water sources, health facilities, development of livelihoods alternatives, etc. It also includes strengthening of the M & E system for the entire voluntary resettlement initiatives in the country and conducting of a workshop.

Output 3: Promote social mobilization approach for self-reliance, sustainable livelihoods and food security.

Activity : Based on the articulation of the social mobilization strategy the following kinds of activities are expected to be funded and implemented. Develop the concept, strategy and implementation manual on social mobilization in the Ethiopia's context. Support under this activity will include placement of a highly qualified and experienced adviser, publication of the strategy/manual and implementation, popularizing social mobilization approach.

Output 4: Implemented marketing strategy

Activity: Under this activity a renowned senior marketing expert will be recruited to advise the Ministry of Agriculture and Rural Development, to strengthen implementation of the national marketing strategy. This support will tie up with strengthening the implementation of the national marketing strategy.

Output 6: Effective programme management with results based orientation and programme delivery

Activity: This includes support to the management of the programme at all levels, enhancement and timely delivery of results, accountability and audit compliance, and strengthened capacity for systematic monitoring and reviews of implementation of this UNDP supported programme. Accordingly, this activity will support the overall management and coordination of the entire programme.

IV. Management Arrangements

The National Execution (NEX) modality will be used to manage and implement this UNDP supported programme. All necessary requirements should be put in place when applying NEX to enhance accountability, compliance and transparency at all levels. The NEX modality will be matched with the UNDP corporate Atlas system.

At the federal level, the responsibility of execution and coordination of this UNDP supported programme on the government side rests on the Food Security Coordination Bureau. This Bureau will be accountable for the management on the government's side and reports to both the Ministry of Finance and Economic Development (MoFED) and UNDP, on the effective/efficient utilization of the fund, and achievements of the programme objectives.



A programme management secretariat (PMS) will be placed under the Food Security Coordination Bureau to facilitate the programme execution. This will have a government designated National Programme Coordinator (NPC). This secretariat is responsible for the planning and overall management of programme activities, regular physical/financial reporting, accounting, engagement in monitoring and evaluation, accountability and audit of the use of UNDP resources. The Federal PMS will be adequately staffed as needed (including placement of an assistant national programme coordinator), as per the NEX procedures.

In line with what is specified in the NEX manual, a regional programme management secretariat (RPM) will be constituted to oversee implementation of the programme in the regions and engage in regular monitoring to ensure programme results, accountability and compliance. The Terms of Reference for staff of the RPMs are provided in the NEX manual.

UNDP will play key direct role in substantively supporting the programme execution and implementation. For example this support will include: in M & E, reviews, as required facilitation of input delivery (procurement of expertise services and physical/equipment), arrangements of overseas training, training in the NEX modality, management of direct payment requests and processing of fund advances in conformity to the agreed work plan, ensuring accountability and transparency on use of UNDP resources (audit compliance), etc.

V. Monitoring and Evaluation

The programme implementation will be regularly and systematically monitored at all levels. Result-based management indicated in the Strategic Result Framework (SRF) will be used with preparation of annual work plans as benchmark for monitoring on progress regarding activities implemented and outputs attained; and reporting on results. Regular information flow will be enhanced through periodic and annual reporting mechanisms.

As per the NEX/UNDP procedure the programme will undergo review and evaluation. Mid-term and terminal evaluation will be undertaken for the purpose of using the outcome and lessons learnt for future actions and possible continued programming.

VI. Legal Context

The programme will be carried out under the normal legal framework of national execution, and in accordance with UNDP's procedures. Annual NEX audit will inform accountability and compliance in managing the programme, and help to take the necessary corrective measures.

VII. Opportunity and Risk

The current favorable intuitional and legal framework could be considered as good opportunities to facilitate the implementation of the programme. The government's commitment to sustainable food security thorough engagement in the framework of its food security strategy and the components of the Coalition for food security and livelihood programme to which voluntary resettlement initiative and SNP are part, provides good enabling environment.



UNDP's support through this programme should be catalytic, and the results that are expected to emerge from this programme will create the opportunity to attract other development partners to come on board. For scaling up the programme initiatives, commitment and more support from development partners would be desirable.



Programme title: **Food Security**
 Year : **2004-2006 Budget Plan**

Output	Key Activity Area	Responsible Party	Fund	Donor	Budget Description	Budget			Total budget
						2004	2005	2006	
1. Well functioning Coalition on food Security	1. Revitalization of the Coalition	FSCB	TRAC	UNDP	74500 (annual review/workshop, website reports, and miscellaneous)			47,620.00	47,620.00
					75100 Implementation Support Services			2,380.00	2,380.00
Sub-total								50,000	50,000
2. Enhanced Livelihoods of resettled Communities	2. Strengthening resettled Communities	FSCB	TRAC	UNDP	72200 social services			2,655,000	2,655,000
					74500 Miscellaneous (incl. M & E and workshop)			300,000	300,000
Sub-total								45,000	45,000
3. Capacity Building	3. Capacity strengthening and Utilization	FSCB	TRAC	UNDP	71600 Training/learning			120,000	120,000
					72200 Equipment			186,044	186,044
Sub-total								77,044	77,044
4. Social Mobilization for Self-reliance and Sustainable Rural Economic Growth	4. Strategy Development and Popularization	FSCB	TRAC	UNDP	71200 Social Mobilization Advisor			100,000	100,000
					71600 Local Travel			26,952	26,952
Sub-total								31,000	31,000
Sub - Total								45,238	45,238
Sub - Total						11,165	188,835	200,000	400,000
Sub - Total								900,000	900,000



Output	Key outputs	Responsible Party	Fund	Donor	Budget Description	Budget			Total Budget
						2004	2005	2006	
5. Marketing Strategy	5. Strengthening Marketing System	FSCB	TRAC	UNDP	71200 Marketing Advisor			208,095	208,0
					74500 Miscellaneous			30,000	30,0
					75100 Implementation Support Service			11,905	11,9
	Sub - Total						250,000	250,0	
	6. Strengthening Marketing Cooperatives	COB	TRAC	UNDP	72600 Micro Capital Grants	295,500			295,5
					74500 Miscellaneous	67			
					75100 Implementation support service	4,433			4,4
	Sub - Total				300,000			300,0	
	Total				300,000		250,000	550,0	
6. Programme Management and Effective Monitoring and Evaluation	7. Management + Monitoring and Evaluation	FSCB	TRAC	UNDP	61100 Support Staff			26,600	26,6
					71600 M&E			55,000	55,0
					74500 Miscellaneous			16,900	16,9
					75100 Implementation Support Service			1,500	1,5
	Sub - Total						100,000	100,0	
	Grand Total					311,165	188,835	4,500,000	5,000,0

