



**FEDERAL DEMOCRATIC REPUBLIC OF
ETHIOPIA
PASTORAL DEVELOPMENT POLICY
AND STRATEGY**

Final Draft Submitted to GOE for Approval



**December 1, 2018
Ministry of Peace**

General Description of the Process and Brief Presentation of the Major Policy and Implementation Strategies of the “FDRE Pastoral Development Policy” Prepared by the Ministry of Peace that Under Proclamation 1097/2018 Has the Mandate for Pastoral Development in Coordination with the Federal Special Support Board and Pastoral Regions

1. Introduction

It is known that all the peoples of Ethiopia have become participants and beneficiaries of the gains of the record high development achieved under the guidance of our developmental democratic government. However, pastoralists that constitute 12% of the Ethiopian population and inhabit in 60% of the area of Ethiopia have been neglected and forgotten for years. The pastoral people have their own particular way of life and live in a peculiar environment. It has, therefore, been found necessary that pastoral development policies, laws and strategies which have been developed in isolation developed and found in a dispersed fashion be organized and harmonized into a consistent and unified pastoral development policy and strategy that takes the pastoral peoples’ way of life and ecology in to account be developed.

On this basis it has been found necessary that this FDRE Pastoral Development Policy be issued and approved by bringing together and harmonizing pastoral development sectoral policies, strategies and laws developed under the constitution; and by taking in to consideration the peculiar way of life, basis of livelihood and ecological and environmental conditions of pastoralists; continental and regional conventions that the country has ratified; and coordinating development activities of various sector ministries; and taking the development stages of the country in to consideration so that all development actors shall undertake responsibly their part of the work to improve the livelihood of pastoralists.

2. Factors that necessitate the development of the policy and the drafting/preparation process

Ethiopian pastoralists have not been beneficiaries of the development, democracy, and peace dividend underway in the country to the expected level because of the absence of a pastoral development policy and strategy that translates their constitutional rights and that takes the ecology, livelihood, and life style of pastoral areas into account. The attempts made by the Ministry of Federal Affairs to collaborate and coordinate relevant executive bodies through the Special Support Board since the 1990’s have not been successful because of absence of clear policy framework and institutional accountability.

During annual pastoral days, celebrated in the last two decades, Ethiopian pastoralists have been demanding a pastoral policy and strategy that recognizes pastoralism as a viable mode of production; that is based on the constitution and national policies, and continental and regional agreements, treaties, and conventions the country has accepted; that takes the livelihood basis, the lifestyle, and ecology of the pastoral people into account; and has a government organizational arrangement and working procedure that could effectively implement this policy.

This demand that has a constitutional basis was accepted by the Government; and in 2016 the previous Ministry of Federal Affairs was reorganized as the Ministry of Federal and Pastoral Development Affairs under the Definition of the Powers and Functions of the Executive Proclamation No. 916/2016. The powers and functions of the Ministry of Federal and Pastoral Development Affairs relating to pastoral development has been transferred to the Ministry of Peace under Proclamation 1097/2018. The Federal Special Support Board that was established under the Council of Ministers regulation is mandated to lead activities relating to special support due to pastoral areas. On this basis and pursuant to its mandate to

collaborate and coordinate development activities in regional states that need special support, it has been instructed to develop a pastoral development policy and strategy framework.

The first draft of the Pastoral Development Policy and Strategy was prepared by a technical committee established for this task and which constituted members from the Ministry Peace, Board member ministries, and other relevant institutions which are not members of the Board and highly professional experts. The draft policy and strategy has been developed and improved through stakeholder consultations.

Furthermore, in order to improve the draft better, a Core Advisory Team was established that was comprised of members from government and non-government development partners responsible to coordinate activities, and advise on critical institutional issues.

A study that assessed the objective conditions, natural endowments and conducive environments, experiences and challenges in the pastoral areas of Afar, BeniShangul Gumuz, Ethiopia-Somali Gambella, Oromia, and Southern Nations, Nationalities and Peoples' regional states was conducted with the assistance of development partners, especially, United States Agency of International Development (USAID) Ethiopia. In the assessment study, primary and secondary data were collected, reviewed, and analyzed in order to identify information gaps; and recommendations were provided to improve the draft Pastoral Development Policy and Strategy.

In addition, the draft was presented and discussed internally to the management committee and middle management; and externally to the House of Peoples Representatives, Pastoral Affairs Standing Committee; the Federal Policy Analysis Center; Plan Commission; and at regional level, to higher officials of pastoral regional states and areas. Important feedback was gathered from these consultations. The draft document was also used as a training document and was discussed in successive trainings offered to regional higher and middle management personnel at the Meles Zenawi Leadership Academy and important inputs were gathered to improve the draft.

The draft Policy and Strategy document was enriched and improved on the basis of the recommendations made by the gap assessment field study and various other consultative meetings. The improved draft then was presented and discussed at various consultative meetings at federal and regional levels. In pastoral regional states, the draft was discussed with higher management bodies, government and non-government organizations, educational institutions, and community organizations; and additional inputs were gathered from these consultative meetings.

Finally, the recommendations and inputs gathered from the gap assessment study and other consultative meetings were organized and analyzed; and the draft was improved and enriched. A validation forum was finally organized where the Core Advisory Team, Technical Committee of the Special Support Board, and other stakeholders were represented to discuss the technical issues in detail and to improve the draft further. The draft policy document, which is grounded on sufficient and reliable information and which is enriched and improved with the participation of all stake holders; is hereby submitted to GOE for approval.

3. Parts of the Policy Implementation Strategies and Major Issues

The policy implementation strategy is organized in four parts. These are:

Part one

The first part contains introduction, objective assessment of pastoral areas, and why the pastoral development policy is necessary, background, and the general orientation of the policy. The objective conditions assessment part is divided in to four sub-sections including: pastoral areas objective reality assessment; important features of pastoral area lifestyle and livelihood basis; the basic features of the people and the geography of pastoral areas; pastoralists under previous and EPRDF governments.

The Policy and Strategy document is based on four major issues. These are:

First the constitution, and national policies and strategies; second, the ecology, livelihood basis and life style of pastoralists; third, natural endowments in pastoral areas and success stories; and fourth, bottlenecks of pastoral development are described and analyzed in detail.

Furthermore, this part describes nine basic orientations of the policy. These are:

- 3.1 Focusing on integrated and all around activities that has pastoralists as active participants; owners and beneficiaries as its central point; and integrate the tradition, indigenous knowledge, and art of the people with modernity and technology to ensure sustainable development;
- 3.2 Be based on the animal wealth; range management; and life style of pastoralists consistent with the ecology;
- 3.3 Aspire to reliably develop and use surface and underground water resources; irrigable land based on research and evidence; and renewable resources, minerals, and touristic attraction sites, etc.;
- 3.4 Consider voluntary commune with direct participation and sense of ownership of pastoral communities as an alternative mechanism to account for destitute pastoralists who have not been successful in mobile pastoralism. Communes shall be established in areas that are convenient for settled life; and shall be prepared and organized before people are asked to settle; and shall also be open to former town dwellers. Settled pastoralists shall be provided alternatives to be engaged in farming and other income generating activities;
- 3.5 Due attention is given to pastoral women, youth, and vulnerable groups;
- 3.6 Encourage the private sector and create a favorable working environment so that it is involved in partnership with government where necessary, to benefit pastoral communities;
- 3.7 Recognize the role of the customary management system in order to prevent conflict and ensure sustainable peace and natural resource development and conservation;
- 3.8 Ensure participation, ownership right, and benefit of pastoralists in government and private mega projects working in pastoral areas;
- 3.9 Take cross border movement and relationships of pastoralists in to consideration; and encourage regional cooperation and collaboration.

Part Two

This part describes the vision, major objectives and the two foundational pillars of the Pastoral Development Policy. The vision of the policy is “creating a pastoralist that is resilient to man-made and natural disasters; that has an improved and sustainable livelihood basis, environment, and institutions; where democracy and good governance are ensured; and peaceful and accommodating development is

realized”; and the major objective is “Realizing sustainably improved livelihood of pastoralists through integrated development that is centered on the animal resources, material and spiritual, and other reliable endowments of the pastoral people.”

Five specific objectives that emanate from the vision and major objective of the policy are described in this part. These are: first, respond to the demands of pastoralists for growth and development in a holistic manner by taking their livelihood system as the basis; second, guide sectoral policies and strategies that have been developed in a segmented fashion, on the basis of the constitution, national policies and strategies, and regional conventions, to be revised in light of the livelihood basis and ecology of pastoralists; and coordinate such policies and strategies so that they will be implemented in cooperation. third, coordinate government and non-government pastoral development actors so that they will work together and exchange experiences for a common goal. fourth, coordinate efforts to make pastoral areas sustainably food secure, peaceful; and where democracy and good governance are enshrined. fifth, narrowing down the gaps in development and capability indicators between pastoral areas and relatively developed neighboring regions and the national average.

The two major pillars of the policy are also described in this part. These are:

First, improving the livelihood standard and income of mobile pastoralists who are moving around the hot and vast expanse of land, through surface and ground water development and increasing animal production and productivity; (maximizing and commercializing competitive advantages and potential) maximizing and ensuring their participation and benefit in the social and economic development sector.

Second, in areas that are endowed with reliable resources and that are convenient for settled life, settling pastoralists voluntarily in development centers that are well planned and well-prepared in advance; and strengthening activities that will help increase the income of pastoralists and improve their livelihood through commercialization and diversification of pastoral livelihood is taken as a second policy pillar. These two pillars of the Policy are described in detail in this part as to what they mean; and how they could be interlinked and enable the realization of the vision of the policy and with the national vision of growing to become middle income.

Part Three

This part describes 13 pastoral development sectoral issues and implementation strategies which are contained in four sectoral policies based on the objectives and pillars of the policy mentioned above.

The first policy issue: increasing the income generating capacity of pastoralists and improve their living standard. Four strategic issues are provided under this policy issue: 1) Maximizing animal productivity and ensuring the increment of benefit of pastoralists; 2) Improving the water resources development and administration in order to maximize benefits of pastoralists; 3) Expanding the agricultural activities of pastoralists in tandem with modern soil and water conservation practices; 4) Conduct a pre-planned and well organized voluntary Commune Program in order to ensure that people in the pastoral areas benefits from settled life.

The second policy issue: expanding social and economic infrastructure and urban areas together with industry to modernize the life of pastoralists. Four sectoral strategic issues are elaborated under this policy issue. These are:

1) Increasing accessibility of quality health services in pastoral areas; 2) Increasing accessibility of quality education services in pastoral areas; 3) Expanding pastoral urban areas integrating with industry; and 4) Expanding infrastructure development activities in line with pastoral way of life and source of income.

The third policy issue: Building the implementation capacity of pastoralists and grounding good governance and constitutional democracy on a strong foundation in order to ensure maximized participation and benefits for pastoralists. Two sectoral strategic issues are included under this policy issue: These are:

1) Building good governance and guaranteed democracy that centers on the customs and knowledge of pastoralist communities; 2) Building the human resources development and implementation capacity that centers on the lifestyle and work culture of pastoral communities.

The fourth policy issue: Ensuring sustainability and reliability of the development and progress of pastoralists by treating critical cross-sectoral issues as economic and social, and capacity building and good governance issues. Three sectoral strategic issues are included in this policy issue. These are:

1) Prevent and resolve disputes sustainably on the basis of pastoral community's customs and knowledge; 2) Strengthen good customary practices and discouraging harmful customary practices and expand participation and benefit sharing of women and youth; 3) Strengthen forest and natural resources conservation and development activities in pastoral areas.

Part Four

In this last part, major implementing organizations of the policy and strategy; and the monitoring evaluation system are described; and especially, the roles of the federal executive bodies, regional states and government and non-government organs, and report and follow-up processes are described in detail.

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PART ONE

Assessment of Pastoral Areas Objective Conditions: the Need for a Pastoral Development Policy; Basis/Assumptions and Directions

Introduction

It is known that all the peoples of Ethiopia have become participants and beneficiaries of the gains of the record high development achieved under the guidance of our developmental democratic government. However, pastoralists that constitute 12% of the Ethiopian population and inhabit 60% of the total land mass of Ethiopia have been neglected and forgotten for years. The pastoral people have their own particular way of life and live in a peculiar environment. It has, therefore, been found necessary that pastoral development policies, laws and strategies which have been developed in isolation and found in a dispersed fashion be organized and harmonized and a consistent and unified pastoral development policy and strategy that takes the pastoral peoples' way of life and ecology into account be developed.

On this basis It has been found necessary that this FDRE Pastoral Development Policy and strategy be issued and approved by bringing together and harmonizing pastoral development sectoral policies, strategies and laws developed under the constitution; and by taking in to consideration the peculiar way of life, basis of livelihood and ecological and environmental conditions of pastoralists; continental and regional conventions that the country has ratified; and coordinating development activities of various sector ministries; and taking the development stages of the country into consideration so that all development actors shall undertake responsibly their part of the work to improve the livelihood of pastoralists.

1.1 Assessment of pastoral areas objective conditions

1.1.1 Geography of pastoral areas; and livelihood basis of pastoralists and their way of life

Peoples of Ethiopia, called pastoralists, are found in vast peripheral areas of the Country that border neighboring countries in the North East, East, South and South West, and partly in the central part of the country which exhibit hotter climatic condition and erratic rainfall; and mostly depending on mobile pastoralism and livestock rearing.

Under the Federal Democratic Republic of Ethiopia Constitution regional arrangement, Ethiopian pastoralists inhabit most of the areas of the regional states of Afar and Somali; and the low land areas of Eastern Shoa (Kereyu), Harrarge, Bale, Arsi, Guji, and Borana zones in Oromia Regional States; and South Omo, Keffa and Bench Maji zones in Southern Nations, Nationalities and Peoples Regional State. According to the National Central Statistics Authority documents these pastoral areas cover 60% of the total area of the country with a population of 12-15 million people.

These pastoral areas are endowed with fertile land and natural resources. Most of the major perennial rivers of the Country, Awash, Wabi Shebelle, Genalle, Dawa, and Omo, etc., that originate in the highlands flow across a vast area in these pastoral lands.

Furthermore, these areas are rich in vast virgin fertile land; forest resources; domestic and wildlife resources; natural reserves; vast amount of surface and ground water resources; different types of minerals; and enormous tourist attractions with a sizable hard-working people.

The livelihood mainstay and income source of the pastoral population is animal rearing and animal products. However, in some areas pastoralists practice, besides animal husbandry, small scale farming,

artisanal mining, small scale commercial and tourism activities, etc. to improve their livelihoods. 90% of the revenue generated from the livestock export in Ethiopia comes from the mobile livestock production in the pastoral areas.

Pastoral people are moving from place to place not only in search of water and grazing as traditionally upheld, but their mobility has social, economic, and cultural reasons and consequences that they developed through years of experience which kept them resilient in the face of natural and man-made harsh and hostile environment.

The livelihood of the people depends on their resilient social /communal customary organization and administration; and the equilibrium between their natural environment and livestock resources.

Since the population depends mainly on livestock for their livelihood, they are referred to as pastoralists. However, other alternatives like, small scale farming and commercial activities; fishing; and artisanal mining, especially salt mining have important contributions in improving their livelihood.

1.1.2 Pastoralists under the previous governments

Policies and strategies of previous governments have brought about serious economic and social development imbalances in the country. Such uneven development policies had negatively affected and exposed people in peripheral areas to poverty and backwardness relatively more than people in other places.

Pastoral areas in Ethiopia are therefore, adversely affected by limitations in human resource capacity; economic growth; social and infrastructure development relatively more than other places. The areas have been corridors of foreign insurgent groups; and have remained amenable to conflict and drought that forced the people to be recipients of food aid. Such aid recipient culture has in the long run resulted in undermining the peoples' self-confidence; and sense of self-reliance to develop with own effort which in turn brought about and spread a culture of dependency.

Gaps in previous governments' policies and strategies; and the attitude that consider pastoralism as a backward livelihood system, without clearly understanding it; practices that restrict mobile pastoralism/animal husbandry; and absence of development plans that were relevant and participatory have been observed as contributing factors to the underdevelopment of the pastoral areas.

Furthermore, undermining and failure to recognize customary and communal management systems by government has resulted in degradation of natural resources and decrease in productivity that exposed pastoralists to conflict and other problems. Because of all these bottlenecks, Ethiopian pastoralists have been subjected to abject poverty and backwardness for years; and the economic, political, and good governance situation in these areas have become more intractable and complex.

1.1.3 Pastoralists under the EPRDF

Under our federal democratic government system, tremendous effort has been made to root out, step by step, the social, economic, political, infrastructure, and good governance problems of the pastoral people and bring them to the level of development with other people in the country.

Politically, pastoralists have been granted under the Federal Democratic Republic Constitution, the right to self-administration; equal access to development and benefits; (Arts. 40; 41; 43, and 44); and the right to special support. (Art. 89). On this basis a Standing Committee that looks after the affairs of Pastoral Development has been established in the House of Peoples Representatives; and at the Federal Executive

level earlier the Federal and Pastoral Development Affairs Ministry; and now under Proclamation 1097/2018 the Ministry of Peace; and the Federal Special Support Board have been established.

While Afar and Somali, which are predominantly pastoral areas, have been given the status of regional states; Oromia and SNNP regional states have created government structures that allow pastoralists to administer themselves. However, pastoralists have hardly benefitted from these constitutional arrangements that guarantee them self-administration and equal access to development because of the deep-rooted human resource, weak organizational and implementation capability and institutional problems prevalent in these areas.

Under the framework of national policies and strategies, several important activities have been done to improve provision of social and economic services that could improve the livelihood and income generation capabilities of pastoralists and signs of improvement are being observed. Especially, efforts have been made to improve animal health and productivity; and create market linkages but pastoralists have hardly benefitted to the level expected. Regarding social service provision and access, the coverage of education, health, potable water; and road, electricity, telecom and airport services have been growing but due to the deep seated complex and intractable problem prevailed in these areas, a lot remains to be done.

Efforts have been made to enable pastoralists to deploy their massive human resource in productive activity; to sustainably develop and protect their natural resources; bring about reliable peace through harmonization/coordination of traditional dispute resolution methods with modern techniques; and strengthen and institutionalize good governance to bring about the desired development. But the result achieved does not match with the level expected. Taking into consideration the life style of pastoralists, efforts have been initiated to improve the human resource development of pastoral regions that also aims at improving the skill and knowledge of the people through technology; and upgrade the leadership capability of pastoral regions, and strengthen their ability to implement policies. These initiations have only begun and a lot remains to be done in order to realize the vision of making pastoralists equal beneficiaries. In light of this background, the Pastoral Development Policy of the Federal Democratic Republic of Ethiopia is hereby issued.

1.2 The need for and what necessitates the Policy

1.2.1 The Constitution, national policies, and strategies

The Constitution of the Federal Democratic Republic of Ethiopia has guaranteed pastoralists the right to special assistance, (Art. 89); to equal development; use their resources; choose their way of life (Arts. 40; 41; and 44); and to self-administration. On this basis, a Pastoral Affairs Standing Committee that looks after pastoral affairs is established in the House of Peoples' Representatives; and at the federal executive level, earlier the Federal and Pastoral Development Affairs Ministry; and now under Proclamation 1097/2018 the Ministry of Peace, and the Federal Special Support Board have been established. While Afar and Somali, which are predominantly pastoral areas, have been given the status of regional states; Oromia and SNNP regional states have created government structures that allow pastoralists to administer themselves.

Pastoral development issues have also been given special attention in national development, peace and democracy building policies and strategies; and GTP's that have been issued on the basis of the Constitution. The Rural Development Policies and Strategies, especially, clearly indicate that the development trajectory of pastoralists shall be based on the ecology, livelihood basis, and life style of pastoralists. The capacity building and democratic system building policies and strategies also emphasize

on the need to provide special assistance to pastoralists and those least advantaged in economic and social development.

In general, under the Federal Democratic Republic of Ethiopia Constitution, and federal and regional organizational setups, policies, strategies, and laws that are issued on the basis of the constitution, pastoralism is recognized as a unique mode of production and way of life. The life style; ecology, and livelihood basis of the pastoral people, shall therefore be central to all our efforts in pastoral development, sustainable peace and democratic system building endeavor. The main pillars of this policy and strategy revolve around livestock resources development; watershed and water resources development; protection and development of natural resources and ensure tenure security; provision of social and economic services; expansion of infrastructure; entrenching good governance; building implementation capability; ensuring women's and youth participation in development activities; and building on best practices.

1.2.2 Ecology, lifestyle and main livelihood source of pastoralists

According to various studies, the ecology of the areas where most pastoralists inhabit may be classified into two ecological types. The first type covers more than two-thirds of the total pastoral area in the country; and is located in the North, South East, South, South West, and Central lowlands and exhibits erratic rainfall but is endowed with adequate surface and underground water resources. The second ecological type covers about one third of the pastoral area in the country. Portions of the Northern and North Eastern part of Afar regional state and the Eastern fringe of Somali region, which are highly moisture stress areas, fall into this category. These areas are vulnerable to repetitive and cyclical drought.

The mobility of pastoralists, which is centered on their animal resource, is necessitated by such objective environmental and natural resource conditions. Having the development of animal resources as its central focus, the pillars of the Pastoral Development Policy and Strategy also focuses on development and improvement of the ecology, surface and ground water resources, and other natural endowments. It is therefore important that development activities in pastoral areas focus and gear towards development and improvement of livestock resource productivity and marketing that benefit pastoralists better. To realize this development goal, provision of potable water for humans and water for animals; and animal health services; improving range management; market access; and improving animal breeds suitable to specific environments shall be major activities to be undertaken.

Landscape based livestock and livestock feed development; provision of water for humans and animals; and small scale irrigation scheme development activities that started in various places could provide important lessons and direction in speeding up and sustainably solving the bottlenecks of pastoral development. Furthermore, policy support shall be given to the private sector so that it will engage in improved animal production and animal product value addition activities in coordination with government where necessary. Development of essential infrastructure to realize and ensure private sector engagement in value addition shall be a major focus area.

1.2.3 Natural endowments and achievements to date

As a starting point, based on the ecology and natural endowments of pastoral areas, it is important to conduct resource mapping that particularly identifies grazing, forest, and settlement areas, and tourist sites, and establish an evidence-based land administration and land use plan in order to launch development activities.

Pastoral areas are endowed with a sizable hard working people; rich and vast virgin fertile land; forest resources; domestic and wildlife resources; natural reserves; vast amount of surface and ground water

resources; different types of minerals; and enormous touristic attractions. Most of the major rivers of the country, that originate in the highlands and carrying fertile soil flow across a vast area in these pastoral lands. Various studies indicate that some of these pastoral areas have enormous amount of mineral resources. Livestock resources are the main income source of the mobile pastoral population; and the center of focus of the policy shall be livestock production and development.

Research, extension and development services shall be provided in order to ensure that the community and the country as a whole become beneficiaries of these resources. On the other hand, for pastoral areas that have not been successful in mobile pastoralism, livelihood alternatives should be sought. In pursuit of such alternative livelihoods, the people may be supported to engage in modern animal husbandry and crop cultivation activities in their traditional settlement areas; or in voluntary development centers where such areas are endowed with adequate surface and ground water resources, and similar other natural resources.

To ensure the effectiveness of the implementation, it is necessary to conduct studies on natural resources and it be based on a meaningful land-use plan. This alternative could also ascertain the improvement of the livelihood of community members who have not been successful in animal husbandry. It will also give better opportunity to pastoralists who desire to diversify their sources of income.

Experience from pastoral areas show that communities who have been settled in development centers, where it is appropriate, and engage in farming and small scale animal husbandry practices have been successful. It is therefore important to scale up such best practices by correcting mistakes and avoiding weaknesses in such endeavors.

It is also important to focus on strengthening community-led watershed based development activities that started with mobilization of the people; and ensure provision of modern and improved extension services which will help to sustainably increase the income generation capability of pastoralists. In light of this, it is possible that fundamental changes in the improvement of the livelihood of pastoralists could be achieved where the best practices from different pastoral areas in political, economic, and social development and good governance areas are gathered, analyzed, rectified and implemented.

1.2.4 Bottlenecks in pastoral development

Considering the constitutional guarantees; and the livelihood of pastoralists, and the animal resource that is the basic source of their wealth and income; vast pasture land that could support only livestock production and surface and underground endowments as starting points; and assessing pastoral development bottlenecks that have been observed during implementation of development policies and strategies in the last years in pastoral areas could enrich the policy and strategic framework. In light of this, one of the key problems in pastoral development is the absence of a stand-alone detailed pastoral policy, strategy, and legal framework that is based on the constitution and national policies and strategies; and that recognizes the need for integrated development of pastoralists.

The absence of such policy and legal framework has resulted in overlapping, contradictory, and disorganized developmental activities by government and non-government organizations. Such inconsistent policies and activities have in turn brought about wastage of enormous amount of resources, and gaps in accountability that ultimately failed to substantially improve the livelihood of the pastoral population.

Absence of a pastoral development guidance and implementation modality that is based on the animal wealth and natural endowments; indigenous knowledge and natural resource management practices of the people; and commonly agreed upon by all development actors could be cited as one of the key pastoral

development bottlenecks. Furthermore, weakening of customary and indigenous development; dispute resolution; and good governance institutions and mechanisms is a bottleneck that must be given due consideration.

Weak implementation capability; deep rooted good governance problems; repetitive and cyclical natural and man-made catastrophe and vulnerability (drought, flood, conflict, and epidemic); and absence of stand by prevention and protection mechanisms; climate change; land use conversion; and a development strategy that does not consider the impact of such land use conversion have remained bottlenecks in pastoral development.

1.2.5 The need for collaborating with and coordinating development actors to a common goal under the guidance of an accountable national pastoral development program to achieve sustainable development

In order to deal with the intractable and complex problems of pastoralists accumulated for years; and bring about all-round development and growth, it is necessary to strengthen accountability and good governance by strengthening leadership capabilities to coordinate government activities under the guidance of a national program on the basis of the constitution, national policies and strategies; and proclamations that established the Ministry of Peace and other relevant institutions.

Pastoral development is not a one sector affair. It requires the coordination and collaboration of different sectors under a single policy and strategic framework with one goal. However, the practice to date is that pastoral development issue has been handled, especially at federal level, by various sector ministries and development partner NGO's in a segmented, dispersed, and non-transparent and unaccountable manner. This segmented approach of policy making and implementation has sometimes resulted in overlapping, and at other times, contradictory activities that brought about wastage of resources and apparently pastoralists could not be beneficiaries of the government's growth and development plan.

In the last fifteen years a large amount of government and non-governmental organizations' money and resources has been flowing to pastoral areas but it could not bring about the intended result; and pastoralists are still vulnerable to drought where a seasonal rain fails to occur. The reason is that the resource has not been dispersed in a centralized fashion under a commonly agreed policy and strategic framework with accountability.

Thus this policy framework shall clearly stipulate the roles of all stakeholders and the government so that they will implement it in coordination and collaboration in order to respond to the growing demand of pastoralists to develop. Similarly, the Pastoral Development Policy and Strategic Framework that is developed by the Ministry of Peace (MoP) and the Federal Special Support Board under the request of pastoralists will serve as an important tool to realize GOE's pastoral development and growth vision under the guidance of one national program.

The Framework shall guide different sectoral activities with clear principles; and shall provide strategic goals with major activities including implementation measurements and monitoring activities. In order to widen the possibility of implementation of the Framework, implementing bodies shall be identified; their roles shall be made clear to them; and permanent coordination and collaboration forums and avenues shall be created.

Regional states on the other hand are responsible to develop their own pastoral development policy within this Pastoral Development Policy and Strategy Framework.

1.3 General Orientation of the Policy

The general orientation of the policy shall:

- 1.3.1 Focus on integrated and all around activities that has pastoralists as active participants; owners and beneficiaries as its central point; and integrate the tradition, indigenous knowledge, and art of the people with modernity and technology to ensure sustainable development;
- 1.3.2 Be based on the animal wealth; range management; and life style of pastoralists consistence with the ecology;
- 1.3.3 Aspire to reliably develop and use surface and underground water resources; irrigable land based on research and evidence; and renewable resources, minerals, and tourist attraction sites, etc.;
- 1.3.4 Consider voluntary commune with direct participation and sense of ownership of pastoral communities as an alternative mechanism to account for destitute pastoralists who have not been successful in mobile pastoralism. Communes shall be established in areas that are convenient for settled life; and shall be prepared and organized before people are asked to settle; and shall also be open to former town dwellers. Settled pastoralists shall be provided alternatives to be engaged in farming and other income generating activities.
- 1.3.5 Due attention given to pastoral women, youth, and vulnerable groups;
- 1.3.6 Encourage the private sector and create favorable working environment so that it is involved in partnership with government where necessary, in order to ensure pastoral communities benefit.
- 1.3.7 Recognize the role of the customary management systems in order to prevent conflict and ensure sustainable peace and natural resource development and conservation.
- 1.3.8 Ensure participation, ownership right, and benefit of pastoralists in government and private mega projects working in pastoral areas.
- 1.3.9 Takes cross-border movement and relationships of pastoralists into consideration; and encourages regional cooperation and collaboration.

PART II

VISION, MAJOR OBJECTIVES, AND PILLARS OF THE PASTORAL DEVELOPMENT POLICY

Introduction

According to the Federal Democratic Republic Constitution of Ethiopia, federal and regional institutional set ups; policies, laws and strategies, pastoralism is a way of life and mode of production.

Various studies and experiences of different countries show that they managed to build a modern high income society by depending on their comparative and competitive advantages and having their material and intangible resource endowments at the center of their development trajectories. Under this international development principle, the foundations of our development, peace and democracy building efforts are objective realities of the country, and our natural endowments and capabilities.

The basis of our effort in pastoral areas to bring about speedy development; and building reliable and sustainable, broad-based peace and democracy shall be the recognition of pastoralism as a mode of production and livelihood system; and developing the animal wealth that is the basis of the livelihood of pastoral people, and their intangible and material resource endowments under this policy and strategy shall be central in such effort.

To realize this effort, region-based resource mapping shall be conducted; and development activities shall be prioritized based on land resource potential and supported by the budget; and a system that supports coordination and collaboration of all development actors shall be established.

On this basis the vision, objectives, and pillars of the policy and strategy are crafted as follows by taking animal production, which is the wealth and main source of income of pastoralists, and their local knowledge and material endowments as the most important considerations.

2.1 Pastoral Development Policy, Vision, General and Specific Objectives

2.1.1 Pastoral Development Vision

To see a pastoralist community that is resilient to man-made and natural disasters; that has an improved and sustainable livelihood, environment, and institutions; where democracy and good governance are ensured; and peaceful and inclusive development is realized.

2.1.2 General Objective

Realizing improved and sustainable livelihoods for people in pastoral areas through integrated development that is centered on the animal resources, local knowledge and other reliable endowments.

2.1.3 Specific Objectives

- a. Respond to the demands of pastoralists for growth and development in a holistic manner by taking their livelihood system as the basis;
- b. Guide sectoral policies and strategies that have been developed in a segmented fashion, on the basis of the constitution, national policies and strategies, and regional conventions, to be revised in light of the livelihood basis and ecology of pastoralists; and coordinate such policies and strategies so that they will be implemented in cooperation;
- c. Coordinate government and non-government pastoral development actors so that they will work together and exchange experiences for a common goal;
- d. Coordinate efforts to make pastoral areas sustainably food secure, peaceful; and where democracy and good governance are enshrined;
- e. Narrowing down the gaps in development and capability indicators between pastoral areas and relatively developed neighboring regions and the national average.

2.2 Basic Pillars of the Pastoral Development Policy

2.2.1 Improving the livelihood standard and income of mobile pastoralists through increasing animal production and productivity; (maximizing and commercializing comparative and competitive advantages and potential).

Improving the livelihood standard and income of mobile pastoralists who are living in the dry and vast landscape, through increasing livestock production and productivity; maximizing and ensuring their participation and benefit in the social and economic development area shall be taken as a policy pillar.

The livelihood and source of income of more than 80% of the pastoral population in Ethiopia is their livestock wealth which is also a large contributor to the national economy. Therefore, one of the pillars of the Pastoral Development Policy is strengthening and commercializing the livestock resources through improvement of the natural resources management and sustainable utilization of the surface and underground water resources. Maximizing livestock production and productivity could result in improving the livelihood and income of pastoralists; and this will and shall lead to livestock based industrialization that takes animal products as primary input.

This policy goal would be realized where the customary management systems in pastoral areas is recognized; and resource mapping is conducted; land use plans that identify grazing, farming areas, tourist sites, etc., are prepared and implemented; fair access to resources is ensured; and working processes which ensure that the mobile animal husbandry would be complementary rather than contradictory is established.

It is also necessary to recognize and strengthen customary land and resource management institutions and issue land holding certificates so that they will develop, protect, and properly manage the rangelands.

Availing animal extension services, research outputs and other inputs to pastoralists to improve animal production and productivity; improving the market system and access to market and linking to national and international marketing system so that pastoralists would benefit from timely supply of their products is essential. In areas where surface and ground water resource is available, water shall be used for fodder, crop production, and power generation in a manner that would support the mobile pastoral system.

In moisture stress areas and in areas where natural endowments are in short supply, water harvesting technology shall be introduced to harvest seasonal rain water, and rain water that falls in the highlands and flows to these low lands; and rational use of water shall be implemented.

To ensure sustainability, pastoralists shall be organized in their customary and formal organizations and activities on natural resource conservation and application of rational use of water for humans and livestock shall be conducted; production of fodder that ripens quickly and crop production that will be used during drought to reduce vulnerability shall be pursued.

Furthermore, depending on the market linkages, pastoralists shall be encouraged to be engaged in fruit and vegetable production through irrigation; in modern beekeeping; and fishery activities; etc. Extension service systems shall be established to make such efforts productive.

For mobile pastoralists, basic social services and infrastructure that is compatible with their mobility, shall be provided and expanded with the assistance of technology. The quality of the social services shall be improved and its accessibility must be widened. Furthermore, improving local breeds suitable for such areas that provide high milk yield and quality meat through selection and breeding; and pastoralists shall be supported through an extension program to get technical, material and financial services to rear high yield producing animals in order to maximize their benefits.

Furthermore, by the strengthening of early warning systems and market system, efforts will be made to manage the livestock population based on rainfall seasonality and variation. A strategy of destocking during drought seasons; and restocking and recovery during rainy seasons shall be applied in order to reduce drought vulnerability. The resilience capabilities of pastoralists in these areas shall be strengthened; and education, health, roads, telephone and banking services that are compatible with the mobility of pastoralists shall be provided in order to ensure that pastoralists have access to equal benefit and participation in the development.

Besides, urbanization that takes the mobility of the pastoral people into account shall be expanded; and development and growth corridors that are based on a comparative and competitive advantage principle shall be expanded.

In general, agro-processing and manufacturing industries that use animal products as major input shall be expanded; and linkages with local and international market systems shall be created on the basis of development directions that are based on the animal wealth and other endowments of the mobile pastoralists in order to improve their livelihood, income, and improve the economic benefits of the country.

This is a key activity which shall be indicated in pastoral regional states' and zonal administrations' strategic plans in detail; and shall be led with sense of responsibility and accountability by the leadership at all levels with due consideration and coordination of all development actors.

2.2.2 Conduct Voluntary Commune Programs to Improve the Income Sources and Living Standards of People Living in the Pastoral Areas (diversification and commercialization of pastoral livelihoods)

In areas that are endowed with reliable water resources and that are convenient for settled life, settling voluntarily in development centers that are well planned and well-prepared in advance; and strengthening activities that will help increase the income of people in the pastoral areas and improve their livelihood through commercialization and diversification of pastoral livelihood is taken as a second policy pillar.

Focusing on pastoral area communities who are not successful in mobile pastoralism, a voluntary commune program that is evidence-based and well planned; coordinating activities in crop production and other development activities that could ensure to diversify and improve the income and livelihood of pastoralists is the other policy pillar.

In areas where reliable endowments such as ground and surface water resources, minerals and sustainable tourist attraction potentials are available, it is possible to develop the reliable sources for irrigation and energy production to transform to industrialization that use pastoral products as input which will result in increasing the income source alternatives; and improving the living standards of communities of pastoral areas.

This activity shall be based on region based resource mapping and development prioritization and direct participation of the people themselves. Prior to actual settlement of people, however, the availability of enough water for humans and irrigation based crop farming or other livelihoods; and up to the standard health and education facilities; availability of sufficient, quality and quantity wise, agricultural inputs and services have to be proven.

A commune program shall be part of the strategic plan of pastoral regional states and special zones; and shall be given due consideration by the leadership at every level and it is a key activity that needs to be implemented by coordinating all development partners.

It is important to develop the pastoral area land use plan and land administration on the basis of resource mapping (identifying especially agricultural, touristic sites, etc.) that is compatible to mobile pastoralism; and establish a system of fair access to resources; and lead it with a sense of responsibly and accountability.

It is also important to introduce appropriate agricultural and other income generating inputs and technologies; and improve capability of pastoralists; and the market and marketing system to ensure

participation and benefit sharing of pastoralists. Basic social and infrastructural services whose accessibility and quality matches with national standard and average shall be provided and expanded in areas where voluntarily settled pastoralists who are engaged in alternative livelihood activities besides animal husbandry and crop production; or who are totally engaged in other new activities.

On the other hand, in development centers, urban areas, and development corridors that reflect the livelihood style of the local people will be expanded. In order to support the transformation to industrialization, activities to expand agro-processing and manufacturing industries that use local products as inputs, shall be conducted.

PART III

PASTORAL DEVELOPMENT POLICY ISSUES AND IMPLEMENTATION STRATEGIES

Introduction

According to policies, laws and strategies developed on the basis of the constitution, pastoralism is a way of life. The major income source of the people is their livestock wealth that is reared in the vast landscape via seasonal mobility. The central point of the Pastoral Development Policy and Strategy is therefore the livestock resource; and improving livestock production and create a basis for industrialization that uses livestock and livestock products as input.

On this basis and upon recognition of pastoralism as a mode of production and way of life; and based on the livestock wealth which is the major livelihood source of pastoralists and the ecology, the two major policy pillars, which are the foundations for sustainable and accelerated development, peace and democracy are elaborated above. Based on these two policy pillars, and under four policy categories, 13 pastoral development sectoral policy issues with their implementation strategies are presented as follows.

The first policy issue: Increasing the income generating capacity of pastoralists and improve their living standard. Four sectoral strategic issues are provided under this policy issue. These are:

- 1) Maximizing animal productivity and ensuring the increase of benefits for pastoralists;
- 2) Improving the water resources development and administration in order to maximize benefits for pastoralists;
- 3) Expand the agricultural activities of pastoralists in tandem with modern soil and water conservation practices;
- 4) Conduct a pre-planned and well organized voluntary commune program in order to ensure that pastoralists are beneficiaries of settled life.

The second policy issue: Expanding social and economic infrastructure and urban areas together with industry to modernize the life of pastoralists. Four sectoral strategic issues are elaborated under this policy issue. These are:

- 1) Increasing accessibility of quality health services in pastoral areas;
- 2) Increasing accessibility of quality education services in pastoral areas;
- 3) Expanding pastoral urban areas integrating with industry; and

- 4) Expanding infrastructure development activities in line with pastoral way of life and source of income.

The third policy issue: Building the implementation capacity of pastoralists and grounding good governance and constitutional democracy on a strong foundation in order to ensure maximized participation and benefit for pastoralists. Two sectoral strategic issues are included under this policy issue:

These are:

- 1) Building good governance and guaranteed democracy that centers on the customs and knowledge of pastoralist communities;
- 2) Building the human resources development and implementation capacity that centers on the lifestyle and work culture of pastoral communities.

The fourth policy issue: Ensuring sustainability and reliability of the development and progress of pastoralists by treating critical cross-sectoral issues; economic, social, capacity building, and good governance. Three sectoral strategic issues are included in this policy issue. These are:

- 1) Prevent and resolve disputes sustainably on the basis of pastoral community's custom and knowledge;
- 2) Strengthening good customary practices and discouraging harmful customary practices and expand participation and benefit sharing of women and youth;
- 3) Strengthening forest and natural resources conservation and development activities in pastoral areas.

3.1 Policy issue one: Increase the income of pastoral communities and improve their living standard

Four major strategies with implementation activities are elaborated under this sectoral policy. These include developing the animal resources that are in the hands of pastoralists in a modern and maximized way; developing the surface and ground water resources in an integrated fashion; expanding crop cultivation in addition to and side by side with animal husbandry; and pre-planned voluntary Commune program.

3.1.1 Strategy one: Developing the animal resources in maximized way and ensuring the benefits of pastoralists

Introductory/Background/Description of the issue

Ethiopia is at the forefront of African countries in livestock animal populations which is the primary livelihood of pastoralists. However, the productivity of animal resources is low and pastoralists could not benefit as intended. Absence of animal and fisheries centered extension services that address the objective reality of pastoral areas; lack of adequate animal health services; absence of strong range management system; and lack of animal feed production that is ecologically compatible have been key problems in animal production and development.

Lack of animal breeding technology; absence of genetic reserve programs; weak market infrastructure and information exchange systems; inadequate financial and credit services; weak credit and animal insurance services; lack of practice-oriented ecology-centered research; and lack of strong early warning

and response systems are the major problems that hampered pastoralists from maximized use of own animal resources.

To improve productivity and maximize the benefits of pastoralists from the animal resources and to strengthen the contribution of the sector to the national economy, animal health services, and improved local breed, range management, extension services, market systems shall be provided, strengthened, and established. Detailed packages shall be prepared for each type of livestock in order to make the livestock and fisheries resources more productive. Trainings on these packages shall be organized and qualified professionals shall be deployed to implement these development packages.

In moisture stress lowland pastoral areas, local breeds will be improved through selection and community based breeding programs, and mobile health services, drought resistant feed production and technology shall be introduced. Animal producers' cooperatives shall be organized and strengthened; and legal animal traders shall be encouraged and shall be linked with local and foreign live animal trade, and milk, meat, leather products processing industries in order to maximize the benefit of pastoralists.

Animal and animal products marketing cooperatives shall be supported to engage in value addition processes through establishment of animal products processing factories which could create jobs and increase the income source of pastoralists. Such activity will be the basis of our endeavor to modernize animal production and transform to animal led industrialization.

Furthermore, special programs and packages shall be developed in order to expand fishery production and marketing where dams are built over big rivers in pastoral areas.

In development centers that are established on the basis of availability of surface and ground water resources, voluntarily settled pastoralists shall be provided with regular agricultural extension services especially that focus on animal production. Thus animal production shall be strengthened and maximized through introduction of technology transfer and qualified professionals in animal production.

In order to involve pastoralists in modern animal husbandry, it shall be focused on continuous capacity building activities; provision of modern agricultural inputs suitable to the area; availing technologies in time and in sufficient quantity; and on establishing working procedures.

Strategy implementation activities

a. Expand and improve the quality of animal health coverage

Expand animal health services for disease prevention and protection; implement vaccination programs; strengthen laboratory and diagnostic services; and expand animal health infrastructure.

This will reduce the negative effects of animal diseases on production and productivity, commerce and human health; and ensure food security; job creation; poverty reduction; supply quality and sufficient products to the industry. In general this will speed up the transition from agriculture to industry so that the animal production sector will contribute to economic development.

b. Protecting and improving livestock breeds

Protecting indigenous livestock species and cross-breeding will be accomplished by focusing on productivity traits, selecting productive indigenous livestock breeds, and applying community-based breed improvement practices. In addition attention will be given for selecting different local livestock breeds for various production traits, and cross-breeding to ensure increases in productivity. Finally efforts will be made to identify the most productive animals on an

ecological basis; and preserve and protect their genes in centers; and identify indigenous breeds and acquire national property rights.

c. Expansion of animal feed production and range development

Recognize the land use right of customary institutions; based on the customary land administration provide technical support and conduct resource mapping and develop land use plan and identify, especially, grazing and farming lands and tourist attraction sites, etc.; and establish a system of fair access to resources.

Furthermore, providing professional and technical assistance to prepare and implement a participatory range land management plan and evaluate its effectiveness; and programs like safety net shall be planned and coordinated to support implementation of range land management plans to rehabilitate degraded grazing lands, strategies that are issued by government to prevent and control invasive plant species shall be implemented in a coordinated manner. The private sector shall also be supported to be involved in commercial livestock fodder and feed production for domestic and export markets.

Management and use of industrial and crop residues should be improved to increase productivity. Ethiopian higher and middle learning institutions should be encouraged and supported to provide education, training, research and extension services that center on rangeland management.

d. Increase market and input provision

Establish modern livestock markets; build required market infrastructure; establish sustainable and reliable market information system; strengthen livestock production improvements inputs supply; and prevent and control illegal livestock trade. To realize these, market infrastructure shall be established and implemented based on livestock supply and an environmental and social impact assessment; and a cross-border animal marketing system that assures communities and the country benefit..

A system that would help control and prevent illegal trading in animals shall be established to strengthen benefits of pastoralists; strengthen provision of credit and finance; and encourage and support the private sector to be involved, especially, in milk, meat, hides and skin, etc., value addition processes and link with industry; and establish primary and secondary animal market centers and ensure supply of animals to central and export markets through relay methods.

e. Design, implement, and strengthen livestock extension services for different types of livestock

The main focus in this area is making the lifestyle of pastoralists market-based by; establishing livestock development extension services; and on the basis of the extension system, develop and implement packages for each type of livestock and fishery. On the other hand to increase productivity of animals, development groups and cooperatives will be established and strengthened; and the private sector shall be encouraged to ensure distribution of input on time in the desired quantity and quality. Irrigation dams built in pastoral areas and rivers shall be used for fishery production; and increasing beekeeping and poultry productivity as applicable; creating market linkages and improving the food culture of pastoralists and make them beneficiaries. Furthermore, extension services shall be increased; and linkages between research institutions, pastoralists and other stake holders shall be strengthened. Best practices developed in pastoral areas shall be identified, analyzed and cascaded; A strong and up-to-date monitoring and

facilitation system that solves problems shall be established. Increased awareness of pastoralists about extension services will be followed through various media outlets and education and awareness campaigns that focus on local areas.

f. Improving research in pastoral areas

The main focus of this area is strengthening and expanding research institutions in pastoral areas that work on pastoral problems: invent, adapt and distribute technologies that are suitable to various ecologies and are resilient to climate change; establish and deploy collaborative research teams and put them to work.

Research forums in pastoral areas shall be established and technology exchange shall be strengthened; indigenous knowledge of pastoralists shall be applied and research conducted on livestock fodder, endangered grass species to rehabilitate them, on water conservation, and man-made and natural development barriers.

g. Develop livestock assets of pastoralists and reduce vulnerability to disaster

In order to engage in activities that reduce multi-faceted disaster vulnerability in pastoral areas, capacity building works shall be undertaken by government and non-government professionals with the community.

Primary activities that shall be undertaken include; modern and customary weather forecasting practices and early warning systems shall be coordinated to provide timely warnings to pastoralists and conduct disaster prevention activities where disaster signs are observed; development of infrastructure by the private sector, and private and government collaboration (PPP) that ensures timely market access to pastoral products and creates permanent and seasonal markets that reduce risk; implementing climate change adaptation strategies and strengthening pastoralists' capability to manage disaster; strengthening customary practices of drought resistance mechanisms of pastoralists by taking model best practices of communities in vulnerability reduction and conduct community level behavioral change activities; implementing climate change adaptation and resilience strategies; strengthening customary climate disaster adaptation capabilities of pastoralists; and development of index based animal insurance services..

3.1.2 Strategy 2: Improving pastoral areas water resources development and management and increasing benefits of pastoralists

Background/Description of the issue

There are areas with ample and sustainable surface and underground water resource in pastoral areas. The people however, have not benefited because the resource has not been properly developed for them. The main problem is that in pastoral areas, sufficient and quality water for humans and animals is not available; water resources development activities are not in line with settlements and animal distribution and have become causes of conflict and degradation. In areas where water resources are available, irrigated animal fodder and crop production activities are minimal and market linkage is very poor. As a result, pastoralists are becoming more vulnerable to drought over time. This is one of the key problems.

Furthermore, there has not been preventative and protective strategies for existing minimal irrigation development projects from siltation and salinity. There are problems in water harvesting, and use. Irrigation or hydro-electric development schemes in pastoral areas are not based on resource mapping and

land use plans; people hardly participate in such development projects. Furthermore, water flowing to pastoral areas is exposed to pollution from upper parts of the watershed. The absence of a system of fair distribution of water; and absence of thorough study on surface and ground water resource capability in pastoral areas are major problems of the sector.

It is therefore necessary to coordinate national and watershed development programs and implement all around, effective, and judicious water resource development and administration programs and ensure social and economic development in pastoral areas.

It is also important to provide adequate clean water sustainably and fulfill sanitation services and ensure protection of the health of pastoralists and strengthen productivity and address the water needs of the people, animals, industry and others. The water services provision in pastoral areas shall be close to the national average and standard.

Agricultural production and productivity shall be increased through irrigation in order to produce crops for food and industrial input and fodder for livestock. Different technologies to harvest rain water shall be applied in order to address the water needs of people in areas where there is neither irrigable nor drinking water.

Coordinating upper and lower watershed bodies; establish a system of national coordination to ensure big river water bodies that flow in to pastoral areas are clean; and a system that empowers the people in water resources management and administration in order to ensure sustainability shall be pursued.

In general, it is necessary to ensure the social and economic well-being of pastoralists through the improvement of water resources management and administration. Medium and big dams shall be built and irrigation development shall be expanded to ensure food security, address the need of pastoralists for drinking, sanitation and hygiene. The coverage of the water services provision shall be expanded and new hydro and alternative energy sources shall be developed.

Strategy implementation activities

a. Improving water resources management

The water resource in pastoral areas shall be developed properly and sustainably so that it will contribute better to social and economic development. Judicious and sustainable water development and use in pastoral areas shall be ensured to improve the life of pastoralists; integrated and all around water resource management shall be established to ensure fair and efficient water distribution, and improve sustainably for the water services institutions and revenue administration.

Similarly, drought caused effects shall be prevented through implementation of effective and efficient water resources management strategies of pastoral areas; flood related disasters shall be harnessed through sustainable control, and rehabilitation measures; and in general measures to prevent, strengthen and protect water resources and water resource areas sustainably have to be undertaken.

b. Expand provision of water for drinking and sanitation

This component aims to improve health and productivity of pastoralists through provision of sufficient, sustainable, and clean water for drinking and sanitation developing surface and ground water resources; satisfying the needs of users for animal, industrial and other purposes and contribute to the national economic development; standardize provision of water and water management with the national average are the major issues.

Focus areas include; ensuring rational and efficient use; prevention of pollution of water resources in pastoral areas; building organizational, human resource, and laws and regulations implementation capacity to facilitate provision of sanitation and drinking water; deploying sustainable, reliable and effective technology to study, design, construct, operate and manage water and sanitation services.

c. Expand small, medium, and large irrigation developments

In this area, focus shall be given to expansion of small and medium irrigation schemes, based on evidence and the resource mapping, that are suitable to the area and in a manner that does not harm the ecology, and the social and economic interests of local communities. Irrigation schemes shall also focus on producing crops and livestock fodder so that it will contribute to the drought resilience and food security effort. Crops that are necessary inputs for industries established in different places shall be produced in sufficient quantity and quality.

In areas where ground and surface water resources are available, people in the pastoral areas shall be encouraged and supported to settle in development centers; and medium and large irrigation projects using pumps and gravity, etc. technology shall be expanded to improve their livelihood sustainably.

In government owned mega project areas, irrigation canals shall be built in order to enable pastoralists produce food crops and livestock fodder; and empower them to be out-growers producing crops for the mega projects. Legal and regulatory frameworks shall be prepared to govern fair water resource sharing systems that ensure equal access and prevent conflict between lower and upper course riparian.

d. Expand hydro power and alternative energy development

Our water resources in pastoral areas shall be developed effectively and sustainably so that it satisfies the need of pastoralists and the nation at large; and be exported to earn foreign currency. The water resource development can serve to balance climate change in the area; ensure green economy; and can be used for electricity generation that plays a role in economic development. Improving and encouraging electrification; and alternative energy production that are beneficial to the rural communities shall be focus areas.

Furthermore, finalizing study and design of hydro power projects and ensure that they will be in a position to be used for any type of building at any time; and preparing and implementing short, medium, long term power generation program suitable to pastoral areas shall be pursued.

Hydro power projects shall be designed, built and managed in such a manner that their social and economic value is acceptable; they are of good quality and up to the standard. Impact assessment on the effects of hydro power projects on the environment has to be made in order to resolve related problems. Alternative and renewable energy sources (sun, wind, biogas, geothermal, etc.,) shall be developed in pastoral areas; and pastoral associations shall be organized to ensure access to and fair share of resources.

3.1.3 Strategy 3: Support adoptable agricultural activity in pastoral areas integrating with soil and water conservation methods.

Background/Description of the issue

Agricultural activities attempted in pastoral areas have not been successful despite availability of land for pastoralists who are not successful in animal husbandry and for complimentary food provision for pastoralists because the attempt has not been conducted in a manner that takes the ecology, climate and

the pastoral production system into account; and the practice is undertaken in the absence of land use plans and natural resource development and conservation methods and technological support.

In spite of availability of ample surface and ground water resources and vast fertile land that is suitable for agriculture in pastoral areas, the key problem of the sector is due to the absence of pastoral extension programs that are based on the livelihood of the pastoral people; and the lack of irrigation agriculture, ensuring food security in pastoral areas.

There have not been attempts to modernize the agriculture sector in pastoral areas with input and technology support. In addition, lack of capacity to prevent and control plant diseases, insects and weeds are the other main problem. Therefore, assessing the vast fertile land and surface and ground water; including rivers flowing throughout the year and irrigation and power generation dams; people in the pastoral area shall be assisted to be engaged in farming activities side by side with livestock rearing in order to contribute their food security.

In areas where pastoralists have permanently settled and where there is ample surface and ground water, pastoral friendly packages for each crop shall be prepared; and pastoralists shall be technically assisted to make themselves beneficiaries. Investment lands shall be prepared in pastoral areas for local and foreign investors who intend to invest in areas that are related to animal and plant resources.

In areas where lands are not under private or communal holdings, investment lands for commercial agriculture shall be identified and prepared and government or private investors may be engaged in partnership; or share company or outgrowing schemes; invest with pastoralists in animal production; tourism; crop, fruit and vegetable production.

The pastoralist, government, and private investors may be engaged in agricultural development activities in pastoral areas. They may also be involved in agro-processing or value addition processes and activities where they supply their products to the market and supply the residue as fodder for animals. Such linkage could create jobs for people in the area; and transfer technology. To make pastoralists beneficiaries in this process, they shall be assisted technically and professionally.

In general, the agriculture and natural resource development extension services shall be based on the agro-ecology and the livelihood of the people. Agricultural inputs and technology provision and distribution shall be effective in order to increase production and productivity.

Furthermore, improving the implementation capacity of pastoralists; development of small irrigation schemes that are suitable to pastoral areas and that do not waste water; conduct soil and water conservation with people's participation; improvement of lands whose soils are salty and carry sodium; and developing land use plans are essential.

Strategy implementation activities

a. Establish land use and land administration system

There is vast land that is suitable for agriculture in pastoral areas. But the customary system and government have not been collaborating with respect to recognition of communal land holdings that is acceptable to communities. It is therefore important to develop and implement a land use and administration system that is centered on local reality and livelihood systems so that different development initiatives compliment with each other with sense of accountability.

On the other hand, land that is identified through study and covered by policy and legislation shall be allocated for higher social and economic purposes by linking with national economic development priorities; and the leadership shall be enabled to implement policies and legislation through mobilization of the people; accountability and commitment.

b. Extension programs shall be developed by taking the agro-ecology and livelihood of the people in to consideration

Pastoral extension programs shall be developed for pastoral areas where pastoral area communities are voluntarily settled to practice farming activities side by side with animal rearing so that they could be involved in farming, commerce, mining, tourism, etc., activities in order to improve their livelihood; and income source.

Furthermore, agricultural and other income generating inputs and technologies appropriate for the area shall be introduced; and activities to improve the market and marketing system shall be undertaken.

Indigenous plants, drought resistant crops, fruits and vegetables shall be produced and protected; and methods and techniques which enable to change industrial byproducts such as from sugar production for fodder production shall be established; organization and service provision systems of extension programs shall be made to be market led; and nutrition sensitive agriculture and the agriculture input and technology provision and distribution system shall be established in such a way that it will be effective and productive.

c. Agriculture technology provision and distribution system shall be developed in such a way that it will be effective and increase productivity

It is important to establish a system where need based quality agriculture input and technology shall be supplied in time for irrigation and rain fed agricultural development activities.

Similarly, finance and credit facilities for pastoralists shall be created and implemented; pastoral cooperatives shall be organized and strengthened; a conducive environment shall be created for private traders so that they will supply agriculture inputs through credit; especially women and youth shall be organized in order that they will produce and distribute and create effective input supply system.

d. Create crop and horticulture packages convenient to the area

Packages for modern irrigation development, crop, fruits and vegetable shall be prepared and implemented; and in order to supply for local and foreign markets and ensure pastoralists' participation and livelihood improvement, packages for each type of crop and produce high value commercial fruits and vegetable, root crops, crops (rice, rape, wheat, etc.) need to be established.

e. Establish an integrated pest management (IPM) strategy

An integrated pest management strategy shall be developed and implemented in order to reduce pre and post-harvest loss due to insects, plant diseases, and weeds; and integrated pest management (IPM) activities shall be conducted to prevent and control plant diseases and weeds in order to increase production and productivity;

Pastoral areas share borders with neighboring countries and as a result they are vulnerable to regular and communicable pests; and since they have an agro-ecology that supports pests, diseases, and invasive species multiplication and spread, chemicals that have lesser residue and environmentally friendly pesticides shall be used in order to reduce wastage that results from cross-border pests.

f. Enhance coordination and participation of stakeholders of agriculture development

Working procedures that help establish cooperation and collaboration shall be created; and permanent and ad hoc joint forums shall be conducted in order to propose solutions to issues that are identified as stumbling blocks for pastoral production and productivity. Similarly, agricultural research institutes, universities, agriculture input suppliers, financial institutions, development actors, non-governmental organizations and other stakeholders shall be coordinated and led under prescribed procedures.

g. Make pastoralists beneficiaries of their products by creating market linkages

The key issue in this area is establishing small and medium agro-processing plants that can add value to pastoralists' agricultural produces with the participation of the private sector. Mega government or private projects working in pastoral areas shall establish mechanisms that enable pastoralists to participate in the project through different schemes, like out-grower scheme, input suppliers or as shareholders which could ensure individual or communal strategic cooperation.

Focus areas include; establishing cooperatives and unions to protect pastoralists from poor terms of trade which may result from their weak bargaining position in negotiations; shortening the market chain of pastoralists and strengthen market information; and linking the produce of pastoralists with agro-processing industries in towns which will add value and could be exported and create job opportunities; creating institutional arrangements and linkages with neighboring countries so that pastoralists could export their fruit and vegetable products to these countries are.

h. Strengthen implementation capacity

Government organizations in pastoral areas at all levels shall be supported and strengthened by identifying gaps in attitude, skill, and supply; provide short, middle, long term capacity building trainings to pastoralists so that they are sustainably freed from traditional harmful practices shall be undertaken.

Pastoral training centers which provide skill trainings in every kebele or development center shall be built and strengthened. Furthermore, training centers shall be equipped with all necessary material to facilitate practical training; enhance income generation capacity to be financially sustainable and practices of issuing green certificates to model crop growers so that they get recognition shall be focus areas.

i. Develop small scale irrigation schemes that are suitable to pastoral areas and that use water economically

Small scale irrigation schemes shall be established and operated side by side with big irrigation schemes and water harvesting activities; and activities that ensure irrigation agricultural products are resilient to climate change and variability shall be conducted; agronomy practices that are appropriate to the agro-ecology shall be undertaken.

j. Conduct soil and water conservation activities through community mobilization

Different soil and water conservation activities shall be undertaken in order to prevent soil erosion and gully formation on agricultural and grazing lands in pastoral areas through mobilization of people and productive safety net programs. Wind breaks around farms to prevent soil erosion shall be planted; and activities that improve soil fertility and protect land from being damaged due to gully formation; increase production and productivity; and that improve production of grazing grass shall be conducted.

Establish working procedures that enable the mobilization of people in water and soil conservation works in order to sustainably reduce vulnerability of pastoralists to disaster.

Best practices in natural resource development and conservation practiced in other parts of our country in pastoral settings shall be extrapolated and implemented at least in areas where people have voluntarily settled. Natural resources development and conservation practices based on the life style and livelihood of the people and ecology in pastoral areas through mobilization of people shall be undertaken.

3.1.4 Strategy 4: Conduct pre-planned voluntary Commune programs to enable people in pastoral areas benefit from settled life

It has not been attempted to gather pastoralists whose animal resources have been dwindling and totally decimated in development centers based on their consent. Such pastoralists have tried to focus on farming and other livelihood alternatives. These pastoralists could have been gathered in selected development centers based on their consent in order to improve their income and diversify their livelihood. This has been a major problem that prevented pastoralists from being beneficiaries.

These communities are living far away from each other and they could not be beneficiaries of the infrastructure; moreover, building infrastructure is costly and needs time. This is another problem.

Voluntary Commune programs are intended to provide an alternative to pastoralists who have not been successful in mobile pastoralism; and to those who may want to expand their livelihood base.

Places that could be selected as development centers, from the perspective of resources, may be seen in two ways. The first places are those convenient for living and can create jobs. They have sufficient surface and ground water resources and other resources whose existence is proven through research, like mineral resources and tourist sites. The commune program in such areas will be undertaken based on studies on different natural resources and land use plans. The establishment of development centers will not be in contradiction with mobile pastoralists and other pastoral livelihood types; these different life styles will be working in cooperation and collaboration.

Development centers shall have all services by government and private or in conjunction to ensure increases in production and productivity; and coverage of provision of basic services shall be increased.

Most middle and highly developed countries have managed to build a modern life and high per capita by properly using and developing their resources like, water, land, animals, minerals, tourism, etc., in an integrated manner. This is proven by various studies and through the experience of these countries. Integrated development that is based on pastoral area resources as a central point, will possibly lead to industrialization that uses livestock products as primary input.

The second type of commune is that undertaken in areas where there is no surface or ground water resources and that are used for animal rearing only. Such commune is undertaken for risk minimization or minimization of vulnerability.

In these areas water may be collected from the seasonal rain using water collecting technologies; and systems shall be established where communities shall use the small amounts of water for drinking and livestock rationally. This will ensure reduction of poverty and drought vulnerability; improve their livelihood; increase their income which ultimately will lead to industrialization that uses animal products as its main input.

Strategy implementation activities

Commune activity in pastoral areas shall be based on the community's customary administration and resource mapping. Then land administration and land use plans shall be prepared and the land for forest,

grazing, settlement areas, tourism, etc., shall be identified. A system that ensures fair access to resources shall be established. It shall be ensured that the commune program that will be undertaken along watersheds and rivers does not impede the constitutional rights of mobile pastoralists to use the rangelands and water resources. To realize this:

a. Settle those who would like to settle in pastoral areas in newly selected development centers and in old development centers.

Strategy to unify and mobilize people and identify those who prefer to abandon mobility from those who prefer mobility shall be developed; pastoralists shall be persuaded to voluntarily settle.

A commune program implementation manual shall be prepared and ensure that the program is implemented from the top to the bottom in an organized fashion; problems that force people to go back to their previous life after voluntarily settlement shall be identified by conducting studies; and measures to address their needs on the basis of the study shall be taken; and they shall be supported to go to their settled life.

Furthermore, analyzing the experiences of commune programs that have been successful and that have failed; take rectification measures; enable kebele and village leaders to learn from the best practices; and ensure that a balanced and effective work is done in every place.

b. Ensure maximized benefit and participation of the people settled in development centers

Social and economic institutions and infrastructure shall be built before pastoralists are gathered in development centers. Movement of pastoralists to development centers before water and health institutions are established shall be prohibited. Related institutions and infrastructure could be taken as a package and packages for all shall be fulfilled in this manner.

Key activities included are; ensure that pastoralists coming to development centers are trained in agriculture extension service, animal husbandry and agricultural activity detailed packages; and it is necessary to ascertain that they are provided with inputs that increase production and productivity; and engage community members to participate in off-farm micro and small activities and ensure they are beneficiaries; conduct experience sharing with best development performers so that others will draw lessons which will help to create balanced peoples' participation and benefit sharing..

c. Create peoples' organizations in new development centers; strengthen existing ones so that people's participation and benefit sharing in development, peace and democracy building is ensured

It is necessary to organize the people settled in development centers in different associations like, youth associations; women's associations; and various other development associations such as water users' associations; women's teams; parents' and teachers association; peace committees; etc.; and deploy them so that they actively participate in organized form. Government bodies up to the kebele who support all forms of organizations shall be enabled to understand that the key for the success of all work plans is leading the people in organized manner and they have to seriously support and lead.

d. Ensure that development centers are modern, clean, and convenient for living

Activities to introduce housing technologies that use the local building materials; adopt designs that are applicable to the area; change the house in time to corrugated iron roofing; and improve the handling of

housing utensils through continuous training by health extension services so that the people adapt to modern life shall be undertaken.

Shade and fruit trees around villages shall be planted that could modify the temperature and make them attractive. It shall also be ensured that peoples' organizations adopt clean environment as their agenda so that development centers are clean and convenient for living.

In addition, public economic and social services like, water, electricity, telephone, health, education services, etc., that are comparable with national standard shall be provided identify and support services that could be provided in conjunction with private; so that the centers are convenient for living.

3.2 Policy Issue 2: Expansion of infrastructure in pastoral areas that takes the livelihood and income source of pastoralists into account

Under this major policy issue, education, health, and infrastructure, especially roads and urban development, and creation of industrial coordination are taken as major policy implementation strategies. The description is provided below.

3.2.1 Increase accessible and quality health services in pastoral areas.

Background/Issue description

The health services in pastoral areas have not been established in a manner that considers the livelihood and life style of pastoralists. Pastoralists could not therefore access adequate health services. Furthermore, the coverage and quality of health services in these areas is found below the standard and the national average.

It is thus necessary to provide and develop health services that are compatible with national average and standard based on the ecology of the area and taking the mobile pastoralists and settled pastoralists into consideration.

Our health development and provision activity shall be based on the mobile and sedentary lifestyle of pastoral people consistent with the policy pillars that we have stipulated to adopt for commune and mobile livestock development.

The major goal of our health policy is prevention and control of diseases which shall be accessible to mobile pastoralists; and to all other communities aiming at creating a healthy society.

The main purpose of building health facilities and provision of health services is to enable the people to access basic services and grow in life and improve attitudes and to lead modern lives with the assistance of modern technology.

Health facilities and health services shall be built and provided around development centers where people have voluntarily settled; or are in the process of settling. Health facilities that are to be built in these areas shall be based on effective packages and programs that were created at the national level and shall ensure that there has been established institutional arrangements that guarantee peoples' participation and ownership.

Where the livelihood of the people depends on grazing and water and in moisture stressed areas where mobile pastoralists live, health services that take people's mobile condition, mobility season and ecology in to account shall be established with the participation and sense of ownership of the people; and it is

important to make accessible mobile health services that could lay the ground work for future settled livelihood.

To make health extension services that focus on disease prevention in all pastoral areas at the kebele level accessible, sufficient numbers of young women shall be trained and deployed so that they provide house to house services.

It is important to figure out and analyze the alternatives, concrete results, and experiences of pastoralists and enable them identify the differences in participation and benefits of settled and mobile life-styles and focus on their learning experiences so that they would decide on their own to permanently settle.

Strategy implementation activities

a. Strengthen health sector leadership

In this area, activities to strengthen the leadership capacity, attitude, and, skill of the health sector at all levels in the structure shall be conducted to ensure creation of a leadership that is committed to provide quality health service to the pastoral community. Good governance problems related to health service access at all levels shall be tackled, and transparent and efficient health services administration shall be established.

Capacity building activities in order to produce young leaders who would lead the health sector shall be conducted; and a tripartite monitoring and evaluation activity between the people, professionals, and leadership in order to establish a strong system of accountability shall be established.

b. Strengthen participation of communities in the health sector

In this area, pastoralists shall be empowered to actively participate in health planning; preparation; and implementation; and monitoring and evaluation processes through various forms of organizations such as, health services development army and health extension programs; activities that strengthen pastoralists' attitudes to be health conscious and to develop their sense of ownership shall be conducted.

On another level, the health of pastoralists shall be improved through the creation and implementation of health extension programs; communities' access to health services through coordination of customary, religious, and clan organizations with the women's health army shall be ensured.

c. Improve human resource development and administration

Various human resource development activities shall be undertaken in pastoral areas in order to produce a sufficient number of people, professional mix and type consistent with the national standard; incentive packages to hire, retain, and reduce employee turnover focusing on pastoral areas shall be created in order to address the shortage and frequent turnover and migration of employees in the health sector in pastoral areas.

The human resource of the health sector in pastoral areas with special focus on women shall also be strengthened; and continuing professional training programs and special working procedures that meet the national standard and take the livelihood and life-style of pastoralists into consideration are key activities that need to be conducted.

d. Expand and strengthen health infrastructure on the basis of the national standard on health service provision

The current and past implementation activities and results regarding accessibility of mobile and fixed health services shall be evaluated, taking accessibility of national health services, quality of service, and standard and the mobility and livelihood of pastoralists into account, and establishment of new and transparent working procedures is an area that shall be given due consideration.

It is important to build new health facilities and strengthen existing ones (health posts, health stations, district hospital, referral hospital, etc.) on the basis of pastoral health accessibility programs; and ensuring reliable provision of water, electricity, and telephone services to pastoral health facilities on the basis of the established standard.

e. Improve provision of inputs and system of administration

A system that enables to identify accountable suppliers of health service equipment and medicines to health institutions, (health posts, health stations, district hospital, referral hospital, etc.) at federal, region, and woreda level shall be established; and collaboration between health institutions at all levels with the Drug Fund and Pharmaceuticals Supply Agency branch offices shall be strengthened.

Establishment and strengthening the effective provision of medicines, administration and control system, a transparent system on drug provision, and the rational use by government, individuals and associations shall be the focus area.

f. Create partnership with stakeholders to improve the quality of health services to the level of the national standard

Coordinating and leading all stakeholders involved in the health sector in pastoral areas under the framework of the Health Policy; improving the income source of health institutions with the participation of communities to ensure the sustainability of health services are activities that shall be undertaken;

Strong partnership with private and partner organizations shall be established; capacity building and awareness raising activities at all levels shall be conducted; and proper administration, use and control of the collected funds shall be ensured. On another level, community-based health insurance, suitable to pastoral areas and drawing on the experience of other places shall be implemented; a disease prevention fund generation system in health institutions shall be established and strengthened.

g. Improve the quality of the efficiency and accessibility of health services

It shall be ensured that accessibility of the health services for mobile and settled pastoralists is compatible with the national standard; and mother child care services and health services are effectively accessible to all. On the basis of the National Health Service system, activities to prevent and control communicable disease shall be conducted; and activities to expand community, school, and personal hygiene through mobilization of the people shall be undertaken.

h. Improve capability to prevent and control emergency health problems

In this area, focus shall be given to establishment of pre-warning systems to reduce vulnerability to man-made and natural disasters (epidemic, communicable diseases, flood, drought, etc.) through the creation of strong information networks that forecast, prevent and quickly respond to emergency and disaster situations in pastoral areas. Strengthening emergency health problems, prevention, and response units at all levels, and conducting assessments on emergency and accident phenomenon and vulnerability shall be the other focus area.

i. Strengthen evidence based decision making capability

Information shall be updated in order to ensure reliability and to strengthen evidence-based decision making. Conducting continuous assessments to improve the health sector based on evidence; and strengthening the support and follow up system of the health sector are focus activities in this area.

3.2.2 Strategy 2: Major Policy Issue: Improve accessibility and quality of education service provision in pastoral areas

Educational services that take the lifestyle, livelihood and ecology of pastoral areas have not been accessible and therefore pastoralists could not gain access to education and generally the accessibility of the service is below the national standard and average. It is thus necessary to provide and develop education services that are compatible with national average and standard based on the ecology of the area and taking the mobile and settled pastoralists' way of life into consideration.

Our education services development and provision activity shall be based on the mobile and sedentary lifestyle of pastoral people in consistent with the policy pillars that we have stipulated for Commune and animal development activities. The main purpose of building education institutions and provision of educational services is to enable the people to access to basic and sufficient services, develop their capacity sustainably, and improve their attitudes and lead lives assisted with modern technology.

Educational facilities and educational services shall be built and provided around development centers where people have voluntarily settled; or are in the process of settling.

Educational facilities that are to be built in these areas shall be based on effective packages and programs that were created at national level; and shall ensure that there has been established institutional arrangements that guarantee peoples' participation and ownership.

Where the livelihood of the people depends on grazing and water in moisture stressed areas and mobile pastoralists live, mobile education services that takes people's mobility, seasons of mobility, and ecology in to account shall be established with the participation and sense of ownership of the people;

Regarding accessibility, the main problem being observed now is preventing boys and girls from going to school. The prevalent practice and attitude of communities in these areas is that boys should look after the animals and girls are considered as sources of wealth and prevent them from going to school. So in the future, using community organizations to enable them to learn from each other so that all boys and girls are sent to school; and no student shall withdraw.

Strategy implementation activities

a. Strengthen institutions and organizational arrangements that would make the education services effective at all levels taking the mobile and settled lifestyle of the people into account

Educational institutions, technical schools and higher education institutions in pastoral areas that are capable of putting pastoral endowments into use and service; and conduct research and study that would tackle development problems of pastoralists; create jobs; and to make the education system effective shall be organized. Structures that would fill the organizational gaps in pastoral areas at school level (like parent teachers union, education board, school clubs, etc.) shall be created. Education institution leaders at all levels who can effectively lead the education activity shall also be assigned.

b. Build the implementation and leadership capacity of teachers and leaders

Higher education opportunities in colleges and universities shall be provided to teachers and education leaders to build their capacity in order to fill the implementation and leadership gaps prevalent in pastoral areas. Short term trainings on the education policy and strategy and other issues shall also be given to teachers and education leaders to build their capacity; and continuing trainings shall be provided to woreda professionals and supervisors on lesson plan preparation, education development army organization, supervision, and decentralized distribution of schools.

Teachers, education leaders and supervisors shall be trained in higher education institutions on various programs so that they improve their educational status and capacity; and capability of teachers' training institutions and universities in pastoral areas shall be strengthened so that they train qualified teachers.

c. Increase participation in education

Boarding schools that are suitable to the area shall be established and strengthened so that access to education to children, especially girls, orphans, and victims of harmful customary practices, and handicapped children is increased. Incentives in registration, water provision and other areas shall be introduced in drought vulnerable areas in order to decrease number of drop out children.

Best practices of other places in education implementation shall be analyzed and expanded; incentives and other retention mechanisms to teachers shall be created; applying alternative technology to better improve accessibility of education shall be introduced. Creation of a uniform curriculum that takes the mobility pattern of pastoralists into account, in order to improve the low rate of participation of pastoralists in education shall be a priority focus area.

Furthermore, primary schools and o-level/pre-school education in all schools shall be expanded consistent with the national standard; first level primary schools that have large numbers of students going to secondary school level shall be upgraded; practice oriented integrated adult education shall be strengthened; and strategies to enable girls to finish their schooling shall be designed.

d. Improve the relevance and quality of education

In line with the life-style of pastoralists, the general education quality assurance package shall be assessed and implemented in order to tackle the gaps in education quality in provided by educational institutions pastoral areas; teaching aids and technology support shall be fulfilled; and the teaching learning process shall be made participatory and student-centered in order to improve the relevance and quality of education.

e. Fulfill educational inputs

It shall be ensured that the curriculum and teaching aids in pastoral areas reflect the life of pastoralists; that can solve basic problems of the pastoral people; and that integrated nutritional education, hygiene and environment education are incorporated in the curriculum.

Educational inputs (books, educational technology, resource centers, resource centers, and trained man power capacity building) shall be fulfilled in consistent with the national standard, in order to tackle the shortage of inputs in alternative and regular schools in pastoral areas.

f. Strengthen communities' participation and sense of ownership in education

Continuous awareness activities to improve communities' participation and ownership of education shall be conducted; communities shall be empowered to participate and develop sense of ownership in students' affairs; educational administration; educational planning, implementation, and monitoring; building and expanding schools; revenue generation; and in fulfilling educational inputs.

Focus on improving structures at all levels to ensure transformation of pastoralists' participation and sense of ownership to higher level; coordinate customary, religious, and clan organizations of communities in order to ensure that they are beneficiaries; and establishing effective and transparent system that enables schools and training institutions to generate income; and increase their performance in education are activities that need to be performed.

g. Strengthen coordination and participation of stakeholders

Activities that are undertaken in the education sector by government, non-governmental organizations, and the community shall be coordinated; and collaborative work shall be strengthened through partners' forums to help implement problem solving projects that are based on study and research in order to make pastoralists beneficiaries; ensure that educational structures at every level are given special focus and are supported by community and non-governmental organizations.

h. Modernize the information system

Strengthening the monitoring and evaluation system; and establish and implement technology user information systems; and ensure that there is accountable information flow in order to solve problems of misinformation, credibility and backwardness in pastoral areas; and improving the quality of education through provision of updated and reliable information to the decision makers and to people working in research and study areas are focus areas of activities in this regard.

3.2.3 Strategy 3: Expand pastoral urban areas in coordination with industry

Big and small towns that are being established in pastoral areas have the chance of becoming emerging urban centers. However, due to absence of allaround integrated urban and industrial development activities, pastoralists could not benefit from urban development and industry linkages.

Our urban development task, therefore, mainly focuses on a strategic thinking of linking urban development to industry. The pastoral urban development should be linked with small and medium industries that process and use as raw materials the products of pastoralists such as meat, milk, hides and skin, crops, etc. The urban development activity shall have its own separate program and package and shall be designed within regional urban development framework.

Communities, especially educated young people shall be organized and be involved in this sector. The private sector shall also be encouraged to be involved in this sector. In major towns of pastoral areas, industrial parks that use pastoralists' products as raw materials should be built; and investors and organized youth shall access these parks through rentals to give them job opportunities. These parks shall also avail products and services that are necessary to pastoral people with reasonable prices.

Where the livelihood of pastoralists is improved and their income increases, there will be a tendency to use modern products and establishing small enterprises like wood works and metal shops will be used to create jobs for the youth. In addition, inputs and technology for agriculture productivity shall be produced and introduced.

Pastoral urban centers shall be linked and coordinated with our industrial development strategy in order to make the area development and growth corridor; and to be integrated with local and international marketing networks.

Strategy implementation activities

a. Develop plans for pastoral towns and settlement centers so that they will become beautiful, green, and convenient for living.

Because of the federal arrangement in our country, urban planning is widely undertaken by regional governments. As a result of the fast development and growing market linkage recorded in our country, several pastoral areas are being transformed in to towns. To make planning more accessible to all towns, to develop plans to newly established towns, and to lead newly established towns under plans, planning institutions at regional levels shall be decentralized and organized at zonal level; and next at woreda level, and finally at town level.

b. Ensure land is used economically when town planning is undertaken.

Urban land use planning activities in our country, especially land use economics is not uniform and such practice has brought about several problems. Thus, in towns that are to be established in the future, urban planning land use economics, that takes the life-style and livelihood of the people into account shall be applied.

The role of land use in urban planning may differ according to the development stages of different towns. However, all towns shall allocate land for roads and related infrastructure, for house building, for parks and green areas, gardening, natural resource development areas, mining, and sporting activities, etc.

c. Expand micro and small enterprise market centers

Expansion of modern market centers may be looked at from two angles. The first one is preparing land for micro and small enterprises development and expansion. These enterprises play an important role in job creation. Large and medium industries, on the other hand focus on limited areas but all towns cannot have such industries. Therefore, micro and small enterprise centers shall be established in all towns as the need arises. These enterprises shall be indicated in the design of major and minor or feeder roads.

d. Link and expand urban development with industrial development

Without prejudice to the development of the service sector in urban development, manufacturing, especially agro processing industries that process animal products shall be expanded; and the community, especially the educated youth shall be organized and be involved in this sector. It is also important for private investors to focus in this area.

Industrial parks in major cities in these areas that use local products as input shall be established by government and should be available to local youth and investors through rental arrangements. As the income of pastoralists grow, their need for modern household equipment will grow and in order to keep pace with this need, micro and small enterprises, like wood works and metal shops shall be established on first come first served basis.

e. Solve urban good governance problems through mobilization of people and avoid rent seeking attitude through institutional working procedures

It is necessary to strengthen the institutional arrangements of urban administrations and municipalities so that they will provide efficient and effective services to the people. The people shall be organized and they should be empowered to meaningfully participate from planning stage to execution and implementation; and they shall be empowered to identify problems and solve the problems and be part of the solutions.

f. Establish urban planning systems that strengthen the urban-rural; urban – urban linkages

The rural areas may not grow and develop in separation from the urban; and the urban areas may not grow and develop in separation from their surrounding rural areas. Both the rural and urban would create relationships in the economic, social, administrative area and service provision.

Thus, before an urban planning preparation is initiated, those factors that may bring about negative or positive influences shall be identified. Urban centers are linked with their surrounding urban areas and rural areas in economic, social, administrative, etc., matters. It is therefore necessary to plan on how urban areas could grow in cooperation with their surrounding towns and rural areas.

g. Expand urban roads and transport lines

If roads have to be useful for development, it shall be built before other building activities. Expansion of road building is therefore a first priority activity. Designs that coordinates all infrastructure, however, shall be given primary focus. In relation to road building and maintenance, efficiency of transport services shall be increased and relay systems shall be strengthened.

Public transport that supports the ever growing economic growth in urban areas; and transport service that takes the emerging and existing traffic flow which is created as a result of the sites of the towns and development plans into account shall be established.

h. Increase the coverage of access to water in urban areas

A large amount of investment is required to produce, distribute, the desired amount of quality water and to administer these activities. It is therefore important to focus on protecting and properly managing existing water infrastructures in order to increase their life cycle.

This includes identifying the status of water infrastructures and maintenance services; reduce wastage and ensure rational use of water and sustainability of the service. The quality of water resources service shall be strengthened through better financial management and improving water resource service management and administration. Reducing wastage and applying users pay principle and establishing transparent fee collection and administration will help to bolster the financial resources which will serve to improve the quality of the provision of services.

i. Strengthening ditches and roadside buildings

Ditches are essential factors to ensure the safety of roads and increase their service life. Road building activities should always consider the building of ditches. To remove rain water, a road side sewerage system; and ditches to remove flood waters are essential.

Roadside sewerage and ditches in towns shall be designed properly; their building quality should be ensured; and they shall be properly managed in order to protect the residents from flood disasters and ensure the safety of roads.

j. Expand dry and liquid waste disposal infrastructures

It is important to adopt an integrated system of dry waste disposal management in urban areas. This system will help to efficiently collect, in a modern way, the dry waste that is produced every day in towns and to reuse, deliver, and filter it so that towns and cities are kept clean and convenient for living.

It is thus necessary to establish a dry waste management system and improve waste collection and removal methods through selection of appropriate technology and organizing information in order to increase the coverage of accessibility of the service. Urban road designs shall incorporate sewerage lines. Sewerage line design shall be guided by the road design and the process shall be a focus area in urban development plans; and shall expand as urban area's capability increases.

3.2.4 Strategy four: Expand infrastructure in pastoral areas that takes the livelihood and income source of pastoralists into account

Background/ description of the issue

Telephone, electricity, airports, cross country road infrastructures in pastoral areas are built according to the federal government's strategic plan and regional states' needs. However, their accessibility is limited and pastoralists have not been beneficiaries to the level of their need since these infrastructures are built without considering the life style and ecology of the pastoral people.

Thus, it is necessary to focus on improving access to rural roads that connect development centers, where pastoralists are permanently settled, with other centers; and link development centers with main feeder roads; and kebele with kebeles; woreda with woredas and zones with other zones.

Regarding the provision of energy, it is necessary to focus on and improve provision of integrated, sustainable and accessible electric power considering the growing demand for power as watershed, irrigation, mining and tourism development grow. Our work in infrastructure development in pastoral areas shall center on development centers where pastoralists are settled and ensure access to roads, electricity, and telecom services. Our strategy, shall be geared towards creating a modern environment that will enable transformation to grow and develop corridors and create linkages with local and international markets.

Strategy implementation activities

a. Improve and develop power and quality of service provision in pastoral areas

Provision of reliable electric power shall be realized in pastoral areas through the use of renewable resources like water, wind, and sun and geothermal sources.

b. Ensure accessibility of quality telecom services in pastoral areas so that the livelihood of pastoralists is improved.

Telecom services that take the livelihood of pastoralists into account shall be accessible and expanded. Telecom services provision shall be focused on since it is useful for pastoralists to exchange finance and market information. The other focus areas will also be on the expansion of mobile banking, market information, input provision, conflict and climate change, grazing and water provision, pre-warning information provision, etc.

c. Expand road network in pastoral areas and ensure that pastoralists are beneficiaries

Roads in pastoral areas that interlink with local and international markets shall be developed.

d. Expand airports in pastoral areas so that pastoralists would be beneficiaries.

Airports in pastoral areas that link with local and international markets shall be developed.

3.3 Policy issue 3: Building the implementation capacity of pastoralists and ensure that good governance and constitutional democracy are taking root and pastoralists are participants and beneficiaries

The main consideration of this policy issue is to ensure that good governance and constitutional democracy are taking root; and rule of law is established and pastoralists are active participants and beneficiaries. On the basis of this policy issue, capacity building of pastoralists, good governance and democratic system building are taken as implementation strategies.

3.3.1 Strategy 1: Build good governance and democracy that is centered on pastoral community indigenous knowledge and customs

Democracy for our country is a life and death issue and so is it for the pastoral people. The three basic foundations of democracy are not strong in pastoral areas, however. The three basic foundations are: awareness of democratic ideals and values; democratic institutions; and conditions for democracy.

In this regard, though there are indigenous democratic practices and institutions in pastoral areas, since they are not integrated and harmonized with the modern organizational and procedural systems they could not contribute to the democratic system building. The major deficiency in this regard is lack of awareness and active participation on democratic ideals and values in the community. It is therefore necessary to conduct awareness raising activities; and focus on incorporating them in the formal education. There are no strong formal democratic institutions in pastoral areas; and activities to strengthen them shall be conducted. Conditions of democracy are also not developed and are in the process of being developed and shall be strengthened. Good governance problem is more prevalent in pastoral areas than other places. Public service in these areas is not efficient and effective. Therefore, a lot of capacity building work shall be undertaken and the established systems shall be strengthened.

It would be necessary to strengthen peoples' participation and sense of ownership by creating associations and working procedures in pastoral woredas, kebeles, and development centers. In pastoral areas studies and practice have proven that there are several experiences that could be lessons to modern good governance and democracy system building that have been recognized at national and international level. These indigenous practices have to be collected, analyzed, and expanded.

The other stumbling block that has impeded the building of good governance and democracy is the human resource and leadership allocation practice that is becoming prevalent especially in pastoral areas that only considers clan and ethnic affiliation rather than skill and knowledge. This practice has resulted in preventing educated youth from contributing to the development agenda and is becoming a governance problem.

In this regard the leadership has to be open minded and freed from narrow ethnic and clan affiliation and see all citizens equally, judge them on the basis of their skill and knowledge only; and ensure implementation of the rule of law.

a. Raise the awareness of the people on democratic ideals and values

It has been emphasized time and again that development, peace and democracy are life and death issues to Ethiopia. Democracy is not something that is tabled for a choice for Ethiopia. Because our country is a multi-ethnic, multi linguistic, religion, etc., and to accommodate these differences democracy is essential and indispensable. Disintegration and conflict will ensue if democratic governance is not allowed to

prevail. Thus, activities to ensure that the people have common understanding on basic democratic and development issues shall be conducted.

It is important to thoroughly clarify what democratic values constitute, which are tolerance, reason, rule of law, and harmonization of interests;

Tolerance under democracy is to listen and respect the ideas of others even where they contradict ours. Reason/rationality means when an idea is supported or held or rejected, it should be based on reason and such culture and behavior has to be developed. Harmonizing interests refers to a give and take principle where one may pursue his interests by respecting the interests of others too. Rule of law refers to the idea that the rule of the game that is agreed by all applies to all. These have to be clearly understood by pastoralists in our endeavor to build a stable democratic society. Understanding with communities in areas of election and other decision making processes that have been facing challenges in pastoral areas due to backward attitudes need to be created.

In a democratic system each and every group or individual elects on the basis of their interest. It is therefore important to establish a system that enables women as women to elect in groups or individually; or the youth may decide to support the ideas of age-based organized groups or individually. In pastoral areas, this could be implemented in line with clan belongingness or structure.

In this regard, the *gedda* election system in Oromia, Borana area; and in Ethiopia Somali region, the practice of electing women and youth to leadership positions currently practiced are important experiences. These best practices could be adopted to local reality in harmonization with the constitution.

Trainings and consultative meetings shall be conducted to raise the awareness of people on democratic ideals and principles discussed above; especially regular education shall be a major focus area to ensure that the youth increase awareness on democracy and its role in the country's affairs.

b. Work on conditions of democracy

It is difficult to build democracy where conditions of democracy are not fulfilled. It is thus necessary to ensure that development activities that tackle poverty and backwardness are undertaken side by side with democratic building activities with the active participation of the people.

c. Building democratic institutions

The pastoral people shall, in an organized manner, play their role in building a democratic system. Building a strong and stable democracy is not possible where communities participate in a dispersed and unorganized fashion. It is therefore necessary to enable pastoralists to organize in associations (youth, women, etc.) in trade associations (cooperative societies, commercial councils, etc.); in professional associations; etc.; and organized and mobilized around their common interest.

Those democratic institutions which play important roles, like peoples' councils; political parties, the media, etc., shall be encouraged and strengthened to work in pastoral areas.

The people shall be allowed to participate in people's councils directly and through their representatives; and play their role in the democratic system building. Working procedures shall be created according to the constitutions of regional states where communities meet on prescribed time and discuss about peace, development, good governance, and democratic system building in kebeles and development councils which are expressions of direct democracy.

Kebele and development councils in pastoral areas shall be strengthened more than any other councils in order to enable the people to directly participate. In woreda and regional councils, etc. where the people do not directly participate, conditions shall be created where their voice will be heard through their representatives (i.e., to strengthen representative democracy).

Conditions that ensure participation of people in lower councils (kebele and development councils) in discussions and approval of plans; and evaluation and implementation of such plans; and make various decisions and monitor and evaluate activities and results shall also be created.

Council meetings shall be conducted at regular intervals with sufficient preparation. The reports of standing committees and other committees which is gathered from field information on the implementation of the plans shall be presented, discussed and decision on future directions would be indicated.

d. Solving good governance problems

Systems that enable the people to demand government services to be efficient and effective so that the people will access quality services of the required amount shall be created; and transparency and accountability of government function shall be ensured.

In order to enable access to information for the people, conditions where pastoralists would understand government working procedures and contribute their part will be created. Likewise, transparency is needed regarding working procedures where government policies, strategies, and laws and their implementation, plans and their implementation, and budget allocation and implementation..

Executive organs and the judiciary, leaders and professionals shall properly do their jobs. A system where any organ who fails to do its jobs shall be accountable will be created; and efficient and judicious public services that are free from corruption, rent seeking practices and partiality shall be provided to pastoralists shall be ensured.

3.3.2 Strategy Two: Conduct human resource development and capacity building activity that is based on the work culture and livelihood of pastoralists

Background/description of the issue

Under the Federal Democratic Republic of Ethiopia Implementation Capacity Strategy and Program, implementation capacity is defined as the capacity of a community to develop natural and social relationships to the maximum use of societies.

In other words, implementation capacity is the ability to invent implementing equipment using natural resources that alleviate the work load, and improves quality that increases production and productivity. In short, implementation capacity is a combination of resources; processes; and organizations that could be implemented in an institutional framework.

Implementing capacity is built in a development process and therefore it is a major development instrument. The capacity that is tested and proved to be better capacity in a development process will become development results and would be an input for the next process. In this way, it will be a continuous development process.

The pastoral people have been excluded in the past from the development process. Furthermore, their livelihood , i.e., animal husbandry has been undermined severely. Activities that could sustainably solve the problems of the community have not been undertaken; and the focus has been on solving immediate

problems. As a result, a sense of dependency has been taking roots in some areas which have been encouraged by those local and foreign parasitic non-governmental organizations who use this activity as source of income.

Thus, it is necessary that continuous activities that help pastoralists develop their hardworking spirit and commitment be undertaken so that they will develop their resources on their own.

To improve the skill of pastoralists and build their capacity, they shall be trained continuously on the various policies, programs, and packages. The next step would be strengthening their implementation capacity that should be undertaken with the collaboration of universities and education and research institutions.

Pastoral areas are weak in human resource, organization, working process, and implementation capacity building institutions. To implement the pastoral development strategy, the allaround capacity of pastoral areas shall be institutionally built; and side by side with this, gaps in implementing the strategy could be filled through the assistance and collaboration of the federal government and neighboring regions.

In pastoral areas special focus shall be given to human resource development. Children of pastoralists shall be provided incentives and special support to sustainably solve the capacity problem. Our human resource development shall center on the entire pastoral population as a whole; and especially shall focus on women and youth. It is necessary to work in areas that will build the work culture of the people; and attitudes that promote initiative to hard work shall be given upper hand.

The leadership in pastoral areas shall have the capacity to lead with skill and knowledge of the changing and growing need of the pastoral people.

Implementation strategies

a. Develop the human resource at higher level in skill and attitude

Implementation capacity in pastoral areas shall be built in order to avail enough human resource for the success of the mission; and develop pastoral resources effectively. On this basis it is necessary to fully and effectively develop the natural endowments in pastoral areas. The main feature of implementation capacity is human resource; and the required resource in size and quality shall be available to ensure success of the mission.

The human resource prepared in this manner will be a capacity to implement where it is supported with proper working procedures and organizational arrangements within institutional framework. In other words, implementation capacity is continuously producing capable human resources and creating procedures and organizational arrangements for the success of the mission. These improve continuously to ensure speedy development.

Human resource development in pastoral areas shall mainly focus on building the capacity of the mass of the people. The focus is therefore to improve pastoralists' work culture, and developmental outlook and enable them to acquire skills that will enable them develop their resources. For the realization of this strategy short term trainings shall be provided to pastoralists using the community's organizations and government's structures that especially focus on women and youth on developmental outlook and in animal, farming, health, etc., packages and programs to increase their skill.

The number of qualified leader implementers shall be increased through training and educating pastoralists' children with the assistance of regular and school programs and special support programs. In

this regard, in all secondary and technical schools and universities found in neighboring areas, educational activities that specifically focus on women and youth shall be expanded in coordination and collaboration. Side by side with this, successive and continuous capacity building trainings to leaders in government structures at all levels in the areas of government policies and strategies, change programs, leadership skill, federalism, conflict prevention, democratic system building, etc. shall be conducted.

Trained implementers, organizations and leaders shall be assigned in positions where they could deliver established systems that will allow these trained people to play their roles in development and peace and democracy building.

b. Establish clear, straight, and accountable working procedures and organizational arrangements

It is important to lead the human resources in pastoral areas with a procedural framework that ensures accountability; especially, focusing on recognition and strengthening of customary organizations and processes of pastoralists.

The key in capacity building is empowering the human resources in attitude, moral, and skill; and shall be undertaken in an environment of clear, straight and accountable working procedures and organizational interactions.

A working procedure in a pastoral area context means pastoralists' customary and government laws, practices, directives, etc.: and organizational arrangements of both the public and customary institutions requires to be aligned for synergy;

Thus, working procedures that impede pastoralist's active involvement, discourage their work habit, and degrade their moral standing shall be identified, listed and, rectified with peoples' mobilization.

Working procedures and organizational arrangements that strengthen the work habit of the pastoralist, increase his national vision and participation; and enable him to use resources under his control; and that improves the quality and effectiveness shall be created.

c. Contentious implementation capacity building Implementation capacity is producing continuously capable human resources and improving working procedures and organizational arrangements. Such implementation capacity can be built where institutions organized in the locality capable of conducting this activity are available.

For implementation capacity to be undertaken in an environment of interaction of man power, processes, and organization, it has to be conducted under the implementing institutional capacity building framework. It is not possible to coordinate the three implementation capacity issues where implementing institutional capacity is not created and improved;

Producing a human resources that are morally capable and skillful in sufficient quantity and type is possible where capacity building institutions which are near to pastoralists create adequate education and training implementation capacity; and continuously strengthen and expand;

Processes and organizational arrangements could be improved through evaluation, and invention of new ideas when research and study institutions and consulting institutions are created, strengthened, and expanded in pastoral areas;

Creating, strengthening, and expanding education and training institutions, research and study organizations, and consulting institutions in pastoral areas shall, therefore, be taken as a key strategy.

3.4 Policy issue four: Integrating cross-sectoral issues with economic and social development, and capacity building and good governance issues ensure sustainability and reliability of pastoral development

Under this policy issue, three issues are identified that are central to all strategies that are supposed to ensure sustainability and reliability of pastoral development. These issues need to be planned and implemented in all our development activities. These issues that are taken as strategy implementation activities include: conflict prevention and resolution, strengthening pastoral women and youth participation and benefit sharing, environment, forest, and natural resources development and conservation.

3.4.1 Prevent and solve conflicts and disputes sustainably based on indigenous knowledge and customary practices

Indigenous knowledge and customary management practices in pastoral areas have not been recognized and as result they are weakened. Furthermore, there has not been activity towards mobilizing the community to participate in development activities. Activities in identifying causes of conflict and prevention have also not been done satisfactorily. Thus it has not been possible to coordinate the customary management with the formal government administration and solve disputes and conflicts in pastoral areas sustainably and create a conducive environment for development and good governance. Therefore, ensuring sustainable and reliable peace in pastoral areas is one of the key issues that is dealt with in the pastoral policy.

Pastoral areas are wide and open and pastoralists are moving in this vast land from place to place under the customary administration system. In addition to the weakened customary administration, rangelands are taken for various purposes. This creates discontent in resource utilization and due to other additional causes conflict has been ensued between pastoralists and local and neighboring communities.

To bolster the peace building culture of pastoralists, it is important to strengthen the customary administration; and conduct continuous consultative meetings on peace at all levels; and strengthen peace forums at schools and higher education institutions.

It is important to establish and strengthen conflict related pre-warning and quick response systems and coordinate with government administrations to abort disputes before they are transformed into conflict. Potential dispute areas have to be identified and resolved to strengthen people to people cooperation.

The way disputes have been resolved in pastoral areas and neighboring woredas and kebeles have to be studied, analyzed, and correcting their mistakes the experiences could be adopted for the future. The attitude of settling disputes under the law only shall prevail if strengthened. Activities that focus on the culture of peace building shall be conducted.

Strategy implementation activities

Land administration and land use systems shall be established to solve conflicts sustainably in pastoral areas which most of the times is caused by shortage of grazing lands and water. It would be important to recognize communal land holdings which ensure access to resources. Dispute settlement mechanisms shall prevent government and private investments from being causes of conflict; and enable to settle conflicts sustainably from their source. Customary institutions shall be given roles in preventing and settling disputes. For the success of these objectives the following shall be implemented:

- a. Establish a system that enables pastoralists to solve disagreements peacefully and on their own on the basis of pastoral woreda customary rangeland management; and by strengthening customary dispute settlement mechanisms and community peace organizational structures and procedures;
- b. Expand peace education in pastoral areas to create a society that deplores conflict; build a culture of peace; and encourage dispute settlement only through the constitutional framework and the law;
- c. Strengthen dispute related pre-warning and quick response mechanisms on the basis of the customary management; and create systems that enable dispute resolution before they are transformed in to conflict.
- d. Link neighboring communities in development and good governance to enable creation of sustainable peace between them.

3.4.2 Strategy two: Ensure increasing participation and benefit of women and youth; strengthen good practices; and discourage harmful traditional practices in pastoral areas.

There have been useful and acceptable customary practices such as natural resources management that have been used for years and that could contribute to the sustainable development agenda. However these customary practices have not been recognized and could not contribute to sustainable development.

Similarly, in certain pastoral areas women and youth have been victims of backward customary practices; clan-based organization and property relation; land ownership that harbored negative attitudes; and harmful traditional practices. The problem could not be improved because of the failure in implementation of the policy and strategic framework.

Harmful traditional practices have negatively affected women and youth more, however, the whole society has been victimized as a result. It is therefore important to conduct continuous public discussions so that the people would abandon such harmful traditional practices with their own decision; and it is also necessary to conduct follow up activities to ensure that harmful practices once condemned will not flourish again so that conducive environment to development and good governance is created.

Our development activity in pastoral areas to establish development centers, animal production and market development, social services and infrastructure, natural resources development and conservation, dispute resolution and good governance activities, and implementation of capacity building, especially our human resource development activities shall give special attention to women and youth and programs and packages shall be created to ensure their participation and benefit sharing.

If the policy becomes successful where women and youth are considered as central and key in the implementation of the development and peace and democracy building works in their locality, the development of pastoralists will be speedy, judicious and comparable; peace will be sustainable and reliable; and our democracy would be broadbased.

Strategy implementation activities

a. Avoid harmful traditional practices inflicted on women in pastoral areas

Activities to avoid harmful traditional practices inflicted on women with the participation of customary institutions that have legitimacy in the community and religious institutions shall be undertaken. Harmful traditional practices that are inflicted on women shall be prevented with the participation of relevant

government institutions and programs shall be created to protect victims and provide them with essential services.

Awareness creation; and capacity building of communities and institutions and strengthening of protective measures shall be conducted to bring about attitudinal change and social transformation in communities. Easily accessible, all around, quality service for women victims of harmful traditional practices shall be provided; and activities to rehabilitate victims and reinstate them in their previous social, economic and psychological standing shall be undertaken. Giving recognition and incentives to those who fight against harmful traditional practices shall be major focus areas.

b. Increasing all rounded participation and benefit of pastoral women and youth

The social and economic wellbeing and political participation of pastoral women has not reached the desired level due to settlement patterns and livelihood conditions. The following activities shall be undertaken to fulfill this task.

c. Ensure that pastoral women and youth are beneficiaries from income generating activities

Women and youth in pastoral areas shall be provided with credit and input services and training, technical support and follow up to so that they will engage in income generating activities that are suitable to them. It is important to create and strengthen procedures that could develop the saving culture of women.

The livelihood of women and youth shall be improved through expansion of irrigation developments, modern animal husbandry practices; and women's and youth's use of technology.

d. Make training and education accessible for those women and youth who are outside school systems

Pastoral women and youth who could not get the opportunity to go to regular schools shall be beneficiaries of integrated practice oriented education; and women and youth who dropped out of schools for various reasons; or who could not have the opportunity go to school shall receive access to skill and professional trainings that will help them in creating jobs.

e. Ensure pastoral women's and youth's participation and benefit sharing in agriculture

Women and youth shall be enabled to participate in watershed development activities in pastoral areas in order to ensure and expand women's and youth's benefit sharing by improving land fertility. Various agricultural production increasing inputs shall be applied to increase productivity so that women and youth become beneficiaries.

Since women are more involved in agricultural activities than men in pastoral areas; participation of men in agriculture needs to grow and the work load of women should decrease; and provision of appropriate technology and inputs to increase production and productivity shall expand in order to ensure that they are beneficiaries.

f. Create market linkages to make women and youth beneficiaries

Important and relevant and up to date market information shall be made accessible to women and youth so that products they produce are market oriented; and establish markets and infrastructure near to women and youth so that they will easily supply the market with animal products and by products.

3.4.3 Strategy three: Strengthen environment, forest, and natural resources conservation in pastoral areas

In pastoral areas population increase, natural resources degradation, spread of invasive plant species, and in general, rangelands, water, and forest resource conservation activity has not been conducted effectively. These areas have become vulnerable to climate change. Thus it is important to protect the areas from environmental pollution and degradation; and reduce damage to forest and natural resources to ensure sustainability. To sustainably protect pastoralists from vulnerability to disaster and adapt to climate change wide range of activities in soil, water, natural resources and forest conservation shall be conducted. In this regard, the experiences of other pastoral places in the country and outside which were implemented and effective should be looked into and should be adopted in line with the objective reality of the regional states.

In relation to carbon trading, the youth shall be organized in associations and shall be assisted to develop mountainous areas. They shall be encouraged to develop commercial fruit trees in flat land areas so that they would become beneficiaries. Settlement areas shall be made green, clean, and convenient to live.

In general, climate change in pastoral areas shall be given due consideration; and taking the livelihood and ecology of the area into consideration, forest development, natural resource protection and conservation, and degradation and environmental pollution protection activities shall be undertaken by mobilizing the people.

Strategy implementation activities

a. Ensure pastoralists are involved and be beneficiaries in environmental protection activities

Conducive environment shall be created so that pastoralists are aware of the negative consequence of climate change and actively involved in building a green economy;

On this basis pastoralists shall plant and protect indigenous species that resist climate change; and shall be in the forefront in the prevention and protection processes of invasive species; and in protecting registered and non-registered parks; and pastoralists shall be organized and become active participants in building a green economy.

Similarly, working procedures shall be established that will ensure that pastoralists would become beneficiaries of carbon trading by introducing alternative energy sources that sequester carbon.

Pastoralists shall also play leading roles in environmental protection; water and soil conservation; and flood protection and rehabilitation of degraded lands; and shall also be participants and beneficiaries of activities undertaken to prevent drought, and in sustainable development activities.

b. Expand private forest development and conservation in pastoral areas

On the basis of the customary management and land use plan, forest development and conservation activities shall be conducted by individuals, associations and organizations in order to make forest products available for fuel wood, construction, industry, environmental protection and other purposes.

It is also important to protect the ownership rights of individuals, groups, associations and organizations over the forest they developed and under their holdings per the permission of the customary communal land management.

c. Expand forest market development

Pastoralists, investors, associations, governmental and non-governmental organizations, and institutions shall be encouraged to produce forest and forest products that are qualitatively competitive according to the rules of the customary communal land management and supply the local and international markets. It is also important to protect and produce quality forest products that have high demand in local and international markets.

On the other hand activities that would protect forest resources under the holdings of any person from man-made or natural disasters shall be conducted; and activities that contribute to fight forest degradation shall be undertaken; movement of genes of endangered plant species shall be controlled and protected; and proper systems to control movement of forest resources and products shall be established.

PART IV

IMPLEMENTING BODIES OF THE POLICY AND STRATEGY; MONITORING AND EVALUATION

Background

Pastoral development is not a responsibility of one sector, rather it is an independent livelihood and a way of life, which requires multi sectoral coordinated engagement in line with the livelihoods, agro-ecology, resource base of the area that needs to be led under one sound policy, strategy framework and development program that contributes to agreed goal in an accountable manner.

The practice in this regard up to now is that, despite the efforts of the Federal Special Support Board, various sectors, especially federal executive agencies and ministries and non-governmental development partners have been working in fragmented, decentralized fashion; and in an environment where there is no joint learning and where accountability and transparency are absent.

This has resulted in poor performance, duplication of efforts and lack of synergy between activities that resulted in wastage of resources; and lack of accountability. Pastoralists thus could not be beneficiaries of the government and non-governmental development objectives and plans.

In the past 15 years particularly, a large amount of government and non-governmental partners' resource has been flowing in different ways to pastoral areas. However, since this resource has not been spent under a centrally monitored, known, agreed and effective policy and strategy framework supported with sound programs and led with accountability, the expected result could not be realized. In spite of all the resources flowing to pastoral areas, pastoralists are still vulnerable to drought for loss of a one season rain.

The following institutional monitoring and evaluation framework is prepared in order to put the Pastoral Development Policy and Strategy into effect.

4.1 The Role of Federal Executive Bodies in Monitoring and Follow-up

The Federal Special Support Board shall be the institution that has the power and function of oversight at federal level regarding the Pastoral Development Policy and Strategy implementation. With the Board's leadership, earlier the Federal Ministry of Federal and Pastoral Development Affairs and now the institution that took over its mandate in this regard, the Ministry of Peace which is established under

Proclamation 1097/2018, shall be in charge to follow up the approval process and shall conduct discussions on the draft policy at different levels to enrich it;. The Ministry of Peace shall submit to the Council of Ministers for discussion and finally approval as the national pastoral development policy and strategy.

The Ministry of Peace furthermore will develop a 15-20 year pastoral development program. The Program shall be distributed to local and foreign partners so that they support financing the program. It will identify activities that would be undertaken at federal level; and will organize a program execution body in the Ministry that will monitor implementation and effectiveness of the program.

Federal sector ministries and agencies, whether they are members of the Board or not, shall be under a general guidance that would be issued by the Board; and detailed directives that would be issued by the Ministry of Peace. Ministries shall develop sectoral standards and capacity building programs in the areas of their jurisdiction under the guidance of MoP and implement the sectoral policies and strategies provided in this Policy.

The Ministry of Peace shall be responsible for coordinating, collaborating, and leading at federal level those government and non-governmental stakeholders working or intending to work in pastoral areas on development and peace with a complimentary plan and transparent budget; and with one agreed monitoring and evaluation and learning framework to ensure that pastoralists are beneficiaries and participants. At national level according to the Proclamation No. 1097/2018, the Ministry of Peace is mandated to lead the coordination, integration and accountability of the pastoral development initiatives.

Accordingly the Ministry of Peace shall establish an integrated and comprehensive national pastoral development plan preparation; implementation follow up; evaluation; information gathering; learning; organizing and reporting system where all government and non-government stakeholders are participants. It will ensure the plans effectiveness.

Without prejudice to the above, livestock production and development, agriculture, water, health, education, infrastructure, capacity building, good governance, conflict prevention and resolution, women and youth, environment and forest development sectors which are key and strategic areas for pastoral development shall focus on the following major issues.

- a. Based on the objectives of federal and regional constitutions, principles of creating one economic society, and regional states' special support needs, concrete development and capacity gaps at every level shall be identified with a participatory processes; and programs and projects that are able to fill the identified gaps shall be created and implemented.
- b. On the basis of local resources and comparative advantage; the life-style, customs, knowledge and skills of the people; traditional peoples' organizations and government organizations at every level shall be strengthened. Plans shall be developed in cooperation with such organizations and shall be implemented with responsibility; and results shall be monitored and evaluated. Sustainable and fully developed capacity shall be built in regional states through the realization of these activities.
- c. National policies, strategies, laws, treaties and conventions, and programs shall be assessed and implemented in light the ecology of the regional states, livelihood and life-style of the people; and practice oriented research and studies; trainings and experience sharing activities shall be conducted.

4.2. Role of regional state governments

Regional states shall prepare per Article 56 (2, c) of the Constitution detailed pastoral development policy according to their objective reality and based on this Pastoral Development Policy.

Regional states shall be responsible to ensure that the policy and strategy is detailed by sector executive bodies at all levels; to translate the policy in to laws; and to establish an institution that has the mandate to lead the integration and coordination of the sector bureaus for pastoral development. This mandated coordination institution will be responsible to establish a system for plan preparation; implementation follow up; evaluation; learning; and reporting; and to implement with responsibility.

4.3 Non-governmental organizations' role

Local and international organizations working in pastoral development area shall base their activities on this pastoral development Policy and Strategy Framework.

On this basis organizations that have development and peace building programs and projects; and those intending to have one shall be guided at the federal level under the directive that will be issued by the Ministry of Peace mandated under Proclamation No. 1097/2018.

Every regional state shall require timely reports from the institution that it establishes to; lead pastoral development activities on the plan; plan implementation; monitoring and evaluation; integration; compliance and learning.