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1. Introduction

Mr. Lars Jørgensen, Country Director of DanChurchAid (DCA) in Ethiopia, opened the workshop by introducing himself and the objective of the meeting. He said that DCA had been working hard to organize this meeting on food security program for a long time and hoped that the discussion among the partners in the workshop would be fruitful. He also pointed out that DCA was committed to enrich and strengthen the partnership between itself and the participants. He then gave the floor to Dr. Eyasu Mekonen, the Food Security Program Officer and Deputy Country Director of DCA.

Dr. Eyasu introduced himself and distributed cards on which the participants were requested to write their expectations of the outcomes of the meeting. He then allowed all the participants to introduce themselves to the gathering.

Below is the list of the participants with their respective responsibilities and addresses.

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After the introductions, Dr. Eyasu clarified the two objectives of the workshop:

- To establish institutional mechanisms for DCA food security program partners so that the partners collectively own the food security program.
- To develop an action plan/project that will be implemented in the coming two years by the Food Security Platform/Forum, which is to be formed in this workshop.

Then, he invited Mr. Lars Jorgensen to give his presentation on DCA and its strategies.

2. DCA and Its Strategies

(by Lars Jørgensen)

Mr. Jørgensen started his presentation by acknowledging that some of the participants were familiar with DCA as they had been working with it for a long time. But, he said, there could be others that did not know much about what DCA was and its new program approach.

DCA was founded after the First World War, in 1922, when there was a big refugee problem in many European countries. DCA was formed at that time to help millions of European refugees. Since then, DCA has widened its scope to Africa, Latin America, Asia, and Middle East. Although Denmark is a very small country, DCA is the largest NGO in the country. DCA works on a Christian or church basis but it is not an evangelizing institution; it does not make any demands on people's religious preferences. This also applies for its staff. DCA works in three areas. These are:

- development
- relief, and
- information/advocacy

About half of the staff of DCA at the headquarters are involved in development and relief activities overseas but the other half are engaged in advocacy work in Denmark on the situation around the world so that Danish people can help in improving life where there is severe poverty. That is why DCA thinks that advocacy work is equally important. The people in Denmark and in Europe as a whole should be informed and persuaded to fund projects that are designed to alleviate poverty around the world.

In Denmark, DCA has about one hundred staff; in other countries around the world, there are several hundred people working for DCA, including hundreds of staff engaged in clearing mines. DCA is supported by tens of thousands of Danish volunteers, and every month DCA issues about one hundred and fifty thousand magazines to its supporters.

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Regarding finance, DCA had an annual turnover of USD 54,000,000 [fifty-four million US dollars] in 2004 and it expects a much higher turnover of about USD 70,000,000 [seventy million US dollars] in 2005, which is an increase of about USD 16,000,000 [sixteen million US dollars] caused by the Tsunami in Asia. The main sources of DCA income are the Danish people. They contribute 35% of the total donation. The Danish government, through DANIDA, provides 45% of the financial support, and the rest is obtained from European Union and others.

DCA had decided some years ago to concentrate on development work. Relief assistance would continue in any part of the world where it would be needed but DCA had decided to concentrate on development work in specific countries. As show in the table below, Ethiopia is one of the countries designated for this purpose.

Region	Focus Country
Horn of Africa	Ethiopia
Great Lakes	Uganda
Southern Africa	Malawi and Zambia
Central America	Guatemala & Honduras
South Asia	India
Indochina	Cambodia
Middle East	Palestine
Central Asia	Kyrgyzstan

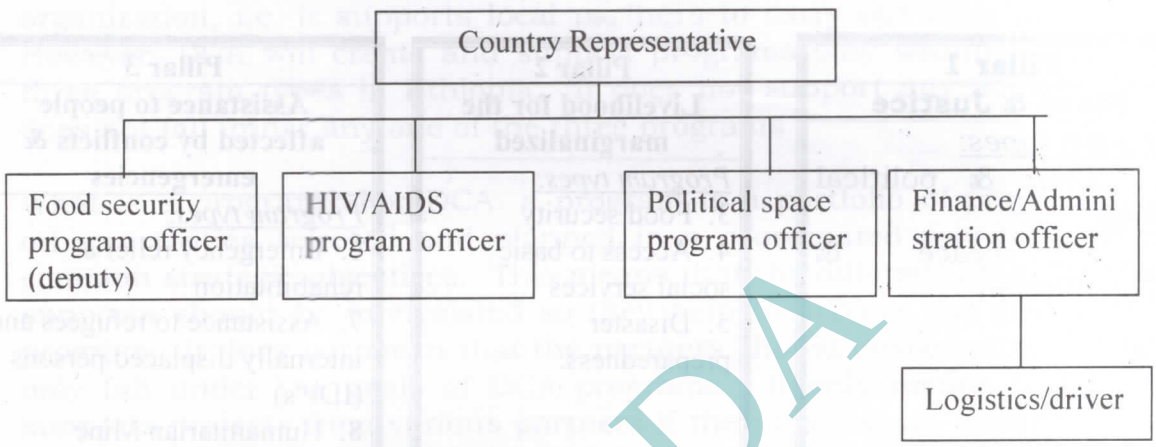
To carry out its development activities in these focus countries, DCA set up offices in most of these countries. So, DCA has now focus country offices in Malawi, Zambia, Kenya, Ethiopia, Uganda, India, Cambodia, Honduras/Guatemala, and Kyrgyzstan. It also has project offices of various kinds in Angola, the Sudan, DRC, Burundi, Tanzania, Russia, Albania, Cambodia, and Sri Lanka.

DCA chose Ethiopia to be one of its focus countries for many reasons. Ethiopia was chosen among other African countries after a long discussion. On top of the appalling poverty, Ethiopia was chosen because it was felt that the country was on the road to democracy and peace; it was chosen because it was opening up for civil societies such as the participants of this workshop; another reason was the fact that there was a low level of foreign aid and investment. Compared to other African countries, it was felt that it was a forgotten country. Moreover, DCA has a long history of funding famine relief, grey zone, and development activities in Ethiopia along with partners such as LWF and the Mekaneyesus church. So DCA is following up on work it has been doing for many years. In Ethiopia, DCA will mainly focus on rural development, on the rural poor and specifically on rural women and oppressed people.

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Over the last two years DCA has been working to scale up its program and set up an office in Ethiopia. After Ethiopia was selected as a DCA focus country in 2002, DCA began its decentralization in April, 2003. In June, 2003, the first local staff was employed. In April, 2004, the decentralization process was completed and the administration moved to Addis Ababa. In November, 2004, DCA settled in a permanent office in Addis Ababa and was nearly fully staffed. In March, 2005, all the Ethiopian staff were put in place.

Below is the organizational set-up of DCA in Ethiopia (2005).



What are DCA's policies for development and how do these policies work in Ethiopia? The program strategy of DCA can be represented by three pillars:

Sustainable peace and justice through progressive forces in civil society	**Sustainable livelihood for marginalized groups**	**Provision of immediate assistance to population groups affected by conflicts and emergencies**

The first pillar has to do with peace and justice, the development of civil societies, democratic and political rights. This is one aspect of society DCA wants to strengthen. The second pillar represents sustainable livelihood for marginalized groups of people. This has to do with people's social and economic rights, food security, and health. The third pillar stands for security from political conflicts and natural emergencies or disasters. DCA works in all these areas but it also treats them separately.

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Within these pillars, DCA has identified certain specific program types to work in. DCA has a good reason for identifying such specific program types to work in. In the past, DCA has been working in far too many programs. It was involved in health care, education, women's rights, the environment, food security, agriculture, and other areas where support was required. Then DCA realized that it did not have the required expertise to provide support in all these areas. It decided to concentrate only on eight program types in which it can work.

Of the eight program types, two come under the first pillar, three under the second pillar, and the other three under the third pillar.

Pillar 1
Peace & Justice
Program types: 1. Civic & political space 2. Peace & reconciliation

Pillar 2
Livelihood for the marginalized
Program types: 3. Food security 4. Access to basic social services 5. Disaster preparedness.

Pillar 3
Assistance to people affected by conflicts & emergencies
Program types: 6. Emergency relief & rehabilitation 7. Assistance to refugees and internally displaced persons (IDP's) 8. Humanitarian Mine Action (HMA)

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The fourth program type under the second pillar, i.e., access to basic social services, focuses mainly on HIV/AIDS. But this does not mean that DCA works in the health sector in general.

All these pillar objectives and the program types under the objectives are implemented using two approaches. The first one is the rights-based approach. This approach is based on the human rights conventions (the rights to life, livelihood, health, political participation, etc). These are the rights DCA is based on and promotes. This approach is also a basis for people's involvement as DCA wants to mobilize people so that they do what they want to do. DCA does not do development work by telling people what to do; rather, it is based on people's won priorities and involvement. This is a key perspective in DCA's approach to development work.

The second cross-cutting approach DCA uses is the gender-based approach. DCA wants to specifically address gender differences and disadvantages so that the rights of women are protected.

Considering Ethiopia's reality, out of the eight program types identified, DCA has chosen to work in three. These are program types 1, 3, and 4.

Regarding program type 1, i.e. political space, DCA works with its partners to enlarge the political space in Ethiopia, to build civil society, to mobilize people so they can exercise their political rights. In this program type, DCA will specifically work for women's rights.

In program type 3, i.e. food security, DCA will mainly work on sustainable agriculture including relief work and disaster preparedness. Program type 4 has to do with HIV/AIDS.

In all these programs, DCA works with partners to mobilize people so they can be involved in implementing the programs. It is a partner-based organization, i.e. it supports local partners to carry out their activities. However, DCA will create and support programs only within the above three program types in Ethiopia. It does not support any activity that does not fall under any one of the three programs.

What is a program? For DCA, a program is a portfolio of projects and other activities selected and planned in a coordinated way to achieve common strategic objectives. This means that the different projects DCA supports should be interrelated so they help to achieve the goal of the program. It does not mean that the partners should design projects that only fall under the goals of DCA programs. It only means that DCA supports projects from various partners if the projects can integrate into DCA's overall program. DCA mainly supports projects, but it also supports other activities that are not as such projects. It may, for example, support different kinds of research; it may assist in capacity building, etc.

So a program is made up of not only projects that directly benefit the poor but other activities as well.

A program provides an overall strategic framework for project selection. This means that a project is selected only if it falls under DCA's program. It provides an opportunity for creating synergy between different activities. This means that the projects selected are interrelated. DCA also wants to support projects at different levels, i.e. at the community, regional, and national levels in an integrated manner. Also, a program provides an opportunity for developing joint initiatives in learning, advocacy, capacity building, etc.

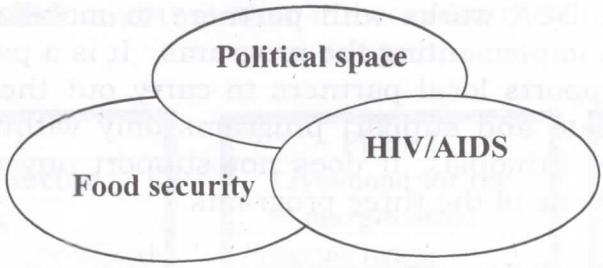
What has DCA done so far in its efforts to realize its goals? Obviously, putting programs into effect takes time and requires the involvement of many people.

With its food security program, DCA has now reached a stage where the program is to be presented to the partners in this workshop. The context analysis has been made; a strategy, a work plan, and mechanisms for review and revision have been developed. The workshop underway is also part of the process of reviewing and revising.

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Implementing a program, therefore, requires making context analysis, setting objectives, and networking among partners.

The final point that needs to be made is that when DCA says it works only with the three programs outlined, it does not mean it performs different activities in different parts of the country. All the three programs are carried out together in an integrated manner. The more the three programs overlap in an area, the better.



DCA Ethiopia country program integration scheme

All of the programs are implemented using the rights-based approach; all of them involve working with the rural poor; and all of them involve advocacy work that takes what is learnt at the grass-roots level up to the national level.

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3. Food Security Strategy

(by Pernille Sørensen)

DCA's food security strategy was prepared in 2003 and since then DCA has been working to develop programs in eight focus countries: Ethiopia, Zambia, Malawi, Uganda, India, Cambodia, Guatemala and Honduras. DCA has now a final approved food security program in Ethiopia.

The rights-based approach, which is the general principle for DCA, is the guiding principle for the food security program as well. Moreover, this program targets the poorest of the poor. These are people that are most food-insecure and vulnerable. Such groups of people include those affected by AIDS, women, children, child-headed households, the elderly, the handicapped, etc.

Talking about the right to food, it is necessary to consider the international law regarding this right. The right to food was first accounted for in the UN Declaration of 1948. It said, "... everyone has the right to a standard of living adequate for health and well-being of himself and his family including food, clothing, housing, and medical

care." In this declaration food was mentioned along with other things. It did not have a declaration on its own as a separate right. But in 1966 the International Covenant on Economic, Social and Cultural Rights (ICESCR) was developed and it included a separate declaration on the right to food in Article 11 for the first time. Then, in 1999 General Comment 12, which was adopted by the UN Committee on Economic, Social and Cultural Rights, spelled out a common definition of the right to food. Accordingly the right to food is, ``*the right to physical and economic access of food of adequate quality and quantity, and having the means to obtain it, including access to food via means of production and procurement.*`` So, we now talk of food security not just at international and national levels but down to the individual level. Food should be accessible to all people; people should be able to produce food or food should be available to them in the neighborhood. This is why food distribution systems are so crucial for food security. "*Economic access*" refers to people's capacity to buy food if they do not produce it themselves.

Working with the rights-based approach, DCA distinguishes between *right-holders* and *duty-bearers*. All human beings have the social responsibility to respect the rights of others and to claim and uphold their own rights. But people who are deprived of a dignified life and have no access to information and education are often not in a position to claim their rights. Therefore, the role of DCA is to assist poor and marginalized people in claiming and upholding their rights.

Regarding duty bearers, the state is the primary duty bearer. This does not mean that the state should feed its people, but it should respect and protect people's right to feed themselves through sustainable livelihoods. Also, the state shall not necessarily provide free services, but it shall promote policies that secure access to these rights through the market, civil societies, and/or itself.

Basically, the sate has three overall obligations: *to respect, to protect,* and *to fulfill*. The state should not interfere with the livelihoods of individuals. For example, it should not take over large areas of land, pushing out people. Secondly, it should protect people by preventing non-state actors from violating people`s right to adequate food. If, for instance, large private farms take too much land and put pressure on people, as is the case in Asia, the state should interfere and protect people's rights. Finally, the state should identify vulnerable groups and design policies that improve their access to food-producing resources or to income to fulfill their rights. Food For Work and Employment Generation Schemes can be cited as examples of the fulfilling role of the state.

DCA's rights-based approach deals with food security from three perspectives. The first one is the concept of *security*, i.e. securing the right to food. DCA has to secure the right of the poor to food through sustainable agriculture, micro credit institutions, etc., *here and now.*

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But DCA has to also work for the long term. This takes us to the second concept: *empowerment.* DCA has to try to mobilize people so they can claim their rights. The third perspective is *accountability.* This refers to keeping the duty bearers accountable. It also means addressing the root causes of food insecurity.

There are four components in DCA's food security strategy. The first two, *sustainable agriculture* and *micro-credit*, aim at improving people's right to food here and now. The other two, *empowerment* (through organization and awareness-raising) and *advocacy* (addressing the root causes of food insecurity) are designed to bring about long-term effects.

In its food security strategy, DCA has its own definition of "the right of food", which is more elaborate than the one given by the UN. For DCA, ``*The right to food is the right of all individuals, alone or in community with others, to enjoy physical and economic access to adequate, safe, and nutritious food or the means for its procurement to meet the dietary needs and food preferences for an active and healthy life.*`` This definition differs from that given by the UN in that it emphasizes the fact that the right to food can be exercised both at individual and at community levels. This definition also talks about "access to adequate, safe, and nutritious food". This food should at the same time fulfill the "dietary needs and food preferences" of the target group.

In some cases, however, "nutritious food" may conflict with the consumers' "preferences". For example, in North Wollo people do not consider vegetables as food; in Cambodia, people prefer rice, and in Zambia, they want nothing but maize. In all these countries there is a very high level of malnourishment.

Coming back to sustainable agriculture, which is one of the four components of food security, DCA defines it as follows: *"Sustainable agriculture encompasses that resources for agriculture are successfully managed to satisfy changing human needs while maintaining or enhancing the quality of natural environment."*

The reason why DCA has chosen sustainable agriculture as one of its food security components is that there are problems both in modern and traditional agricultural practices. On the one hand, modern high-input agricultural systems are not environmentally suitable and they increase dependency on external inputs, which often leads to crop failure. Dependency on expensive fertilizers is not a viable option for Ethiopia. The other problem with modern agriculture is that agricultural inputs are often developed in research stations. There is a belief that there are universal solutions to local agricultural problems, which may not always be feasible.

On the other hand, the indigenous agriculture, which is diverse, complex and resource-poor, is characterized by low productivity. It does not

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always represent the best use of resources. For example, local technologies are not always local because people migrate. Also, people lack knowledge of appropriate technologies that help to use natural resources in better ways.

Thus, within the sustainable agriculture component, DCA extends its support in three fields. Firstly, DCA tries to develop locally adapted agricultural technologies in collaboration with farmers. Such technologies will overcome the problems of both modern and traditional agricultural practices discussed above. Secondly, DCA organizes or mobilizes farmers to enhance their organizational capacity. One example could be setting up farmer field schools where farmers could be trained to use new technologies. Thirdly, DCA has to do advocacy work in relation to duty bearers who have the responsibility for making agricultural policies and their implementation. An example of this in Ethiopia would be advocacy work related to the land tenure system.

A discussion of sustainable agriculture should include systems integration. Agricultural activities such as fishing, gardening, orchards, woodlots, poultry, piggery, and livestock should be carried out in an integrated way. There is positive experience from other countries in this regard. The basic principle of integrated farming systems is the output from one activity serves as an output to another activity. For example, manure from animals and leaves is used for compost for crop production; crops are used for animal feed and to feed fish; water and mud from fish ponds is used for growing vegetables near the ponds.

Recommended practices to achieve sustainable agriculture in Ethiopia include:

- Crop diversification: helps to reduce the problem of malnutrition and to minimize soil degradation.
- Intercropping: cultivating different crops in the same field.
- Crop rotation and fallow cycles: this is difficult to employ in Ethiopia as farmers have very small plots of land.
- Soil and water conservation: this is commonly used in the highlands of Ethiopia.
- Composing, and
- Using improved varieties: for example, drought resistant crops in dry parts of the country.

Finally, let me say a few words about the principles of DCA on micro-credit, which is one of the four components of the food security program. One principle is that micro-credit has to be done on group basis so that larger target groups can be reached and there can be social control of members of the group. Another principle is that it targets women.

This reflects the general principle of DCA. But it is also because women are the most reliable borrowers. The third principle is that micro-credit

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schemes should involve an element of saving. Experience shows such systems to have been more successful. Another principle requires credit activities to be separated from other project activities. Past experience where micro-credits were mixed with other activities showed that it is difficult to run the micro-credits on a commercial basis. Running them on a commercial basis to ensure financial sustainability is yet another principle regarding micro-credits. The last principle on micro-credits is they should support ECLOF (global Ecumenical Church Loan Fund) where this organization operates. This last principle does not apply in Ethiopia as ECLOF does not operate here.

These are the overall principles of DCA. Which of these principles apply to the Ethiopian context should yet be worked out.
Then, the floor was opened for discussion.

Open discussions

Question No.1
There is a national coalition strategy for food security in Ethiopia which the government, NGO's, and UN organizations formulated together two or three years ago. That strategy has many components including health, road construction, water development, education, etc. But DCA's food security strategy focuses only on sustainable agriculture. Why are the other sectors left out?

Answer:
It is true that food security is very broad, but that is also a problem. In the last few years DCA has been working in too many areas. Now it is trying to focus its interventions. Its strategy on food security is to focus on sustainable agriculture and non-farm activities through micro-credits. Also, it is in these areas that DCA has expertise. The regional strategy of the Amhara state also focuses on agriculture and they now have a new strategy for non-farm activities. So, it is possible to work under the overall food security strategy of Ethiopia by supporting these related activities.

DCA is very much aware of how limited its resources are. It cannot create food security in Ethiopia or even in a small part of it on its own. With its partners it can contribute its share but it has to define its scope in terms of geographical area, the target groups in that area, and the type of intervention. There are many organizations that made the mistake of trying to assist in all areas because they saw the need. But the result was that their limited resources were thinly spread out and they could not make any meaningful impact in any of the areas they intervened. DCA does not want to make the same mistake. It wants to intervene only in the areas it is good at and let others cover the other areas.

Comment:

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We know that DCA, as an international NGO, has its own limitations. But DCA has contributed a lot in, for example, Kokosa area. It supported a particular place in the woreda. The people there did not know how to farm. With DCA's support, we taught them how to farm and now they have the skill and they have secured their livelihood. This should have been reported in the presentation.

Question 2:
There are so many small water supply schemes in the community and these schemes can be run with very small amount of money. The schemes are so important for the people that they repeatedly raise the issue. But DCA has totally left this sector out. How can we leave such an important sector out?

Answer:
DCA could still support such small-scale services but its intervention will focus on agriculture. It should be the task of other organizations to fully intervene in the water and other sectors. If we want to address the access to potable water problems we will exhaust our resources leaving people to continue suffering from food insecurity.

Question 3:
It was stated that sustainable agriculture in Ethiopia should not depend on modern research station solutions. On the other hand, the importance of improved variety and crop diversification was noted. Isn't there a contradiction?

Answer:
This does not mean that DCA does not use modern agricultural practices. It is only to emphasize that the results of modern agricultural research centers may not always be suitable for local realities. Research focused on external knwledge and resources may not address the production constraints of poor smallholder farmers.

Question 4:
Is DCA's change of approach to the rights-based approach based on research? Why is it necessary to adopt the rights-based approach?

Answer:
No actual specific research has been done to make this decision. But after so many years of the needs-based support, no significant impact was observed. In fact poverty levels increased in numbers and severity across the globe, more harshly in Africa. DCA also conducted a Country Analysis in Ethiopia to look into the root causes of poverty. The general indications of the assessment was that right denials and violations limit poor people's capacity to solve their own problems. So, DCA decided to adopt this new approach not only to food security but throughout its organizational value.

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Question 5:
What is the difference between food security, disaster preparedness, and emergency relief? What is DCA's basis for categorizing them like this in its strategies?

Answer:
Under the Ethiopian condition where slow onset disasters are the main problems there is no black & white distrinction between food insecurity, disaster preparedness and relief. Food insecurity leads to shocks exposing people to starvation and loss of productive resources. People who lost prouctive assets are less likely to be able to cope against adverse situations. In other countries these are different. For instance in India, cyclones and tidal waves affect the livelihood and security of people. Under such conditions food security and disaster preparedness are totally unlinked. But in Ethiopia they merge and DCA has actually lumped them together.

Question 6:
DCA tries to reach the poorest of the poor. But how do we determine who the poorest people are?

Answer:
This is a controversial issue. The problem starts from the international level Which countries and people in which countries should receive international assistance is always a question which in most cases receive political instead of pragmatic answers. When donors select the country they want to support, they have made a decision on who deserves to be helped. Questions could be raised even at that level. Once they are here, they also have to decide which part of the country to go to based on the severity of the problem to be addressed. In this way difficult decisions are made at every stage and questions could be raised at every stage. The only reasonable thing we can do is to work together and reach an agreement that we are helping those most in need of our support. These needy and marginalized people are in most cases the poorest of the poor in every community.

Question 7:
The most food-insecure people in Ethiopia are those who live in pastoral areas. Has DCA taken that into account when targeting the poorest people?

Answer:
DCA has been gradually moving into that area. There are people in this workshop who come from pastoralist areas. But DCA does not have experts to exclusively address the problems of pastoralists. The specific problem of pastoralists is an area we will invest in gaining more understanding as we implement projects.

Question 8:

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The agricultural extension program of the government extensively uses commercial fertilizers to increase production. How can we achieve sustainable agriculture in Ethiopia when we heavily depend on commercial fertilizers which the formers cannot afford?

Answer:
DCA does not believe that this is the right way to achieve sustainable agriculture for the poor. The only time DCA used fertilizers in its intervention areas was when there was no scarcity of rain in highland communities like Kokossa. Many of the food insecure areas in Ethiopia suffer from poor resources and climatic conditions that are less effective to adopt modern inputs and management practices anyway. So the poor people living in drought affected areas will not benefit from high-input driven extension services of the government.

4. DCA Food Security Program

(By Dr. Eyasu Mekonnen)

4.1 Context Analysis

Food is any culturally acceptable essential material consumed by all people to meet daily bodily metabolic/dietary needs to lead a healthy life. Everyone has a right to food. Food security refers to the state of freedom to access safe and nutritious food resources of sufficient amount at all times.

There is a large potential for food production in Ethiopia in terms of land, water, rivers, agro-ecology, etc. But at the same time, Ethiopia is a chronically food-insecure country. It has been a food-insecure country since 1974. Ethiopia has been producing 9 to 12 million metric tons (MT) at any given year in the last five years. In 2004 FAO estimated it at 14.2 million MT. But the actual need is estimated at 11 to 15 million MT. Production has not kept pace with population growth. So there is a food deficit of 0.5 to 1.0 million MT, which necessitates food import and aid. That leaves about 7 million people (10% of the population) food- insecure.

Nutritionally, i.e. micronutrients, vitamin A, etc., more than 45% of children under five in Ethiopia are undernourished. This figure is as high as 70% in North Wollo. Undernourishment is at its worst among children and women because of culture, power, and other dynamics within households.

Poverty Profile (Income Poverty)
According to a destitution study of IDS (2003/4), about 47.5% of rural Ethiopians are below the national poverty line, which is close to 1100 Eth. Birr. The figure is slightly lower when the rural and urban people are put together. For North Wollow the figure is 61%. (see Table below)

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Region/Zone	Rural	Rural+Urban
Ethiopia	47.5%	45.5%
North Wollo	61.0%	57.9%
Wag Hamra	53.3%	58.7%

Poverty profile - Malnutrition (Children < 5)

Region/Zone	Rural	Urban
Ethiopia	57.9%	44.4%
North Wollo	68.7%	55.6%
Wag Hamra	67.3%	55.6%
Borena	66.1%	46.1%

Level of malnutrition of children under 5

According to the welfare monitoring report of CSA (2000), there is a very serious problem of malnutrition in Ethiopia, especially in rural Ethiopia.

Therefore, from both income and food perspectives, we can see that poverty is mainly a rural phenomenon in Ethiopia.

Profile of Emergency Assistance (2004)

Period (2004)	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Annual
Beneficiaries (mil.)	3.2	6.8	7.0	4.5	5.4
Requirement (mT)					
Distributed (mT)					
Coverage (%)	**76.1%**	**58.3%**	**85.5%**	**62.9%**	**70.7%**

As the table above shows, in the first quarter of 2004, 3.2 million people needed emergency assistance but only 76.1% of them were reached. In the third quarter, the number of the needy grew to 7 million, and the largest emergency assistance coverage was 85.5%. This means that out of 7 million people, about 1 million were not reached by the emergency assistance. No one knows what happened to these people.

Spatial variations in the country on food security status

The government has designated 263 woredas nationwide as chronically food-insecure. This means that the people in these woredas will not produce enough whether or not there is good rain. This is not an

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emergency situation. But within these woredas there could be food-secure groups or households.

There are people who are acutely food-insecure, and their number varies from year to year. Right now, the number is about 3.8 million. This insecurity could arise from natural or man-made causes. It is also possible that in food-secure areas, there could be food- insecure localities, villages or households.

Who are food insecure?

The food-insecure are mainly those practicing agriculture as their main livelihood. In other words, food insecurity is largely a rural phenomenon. Because the government has frozen land redistribution, the number of the landless among the rural communities is rising. The national average of the landless is currently between 8 and 10 percent. In a recent study conducted at Dehana (Wag Hamra Zone of Amhara region), the proportion of the landless was found to be 18%. Men and women (especially female household heads) with inadequate land, labor, and livestock are food-insecure. Also, rural families affected by HIV/AIDS and other chronic diseases like TB and malaria are food-insecure. Pastoral people whose livelihoods are vulnerable to drought belong to this group as well. Communities in remote areas far away from development investments also suffer from food insecurity.

Where do the food insecure live?

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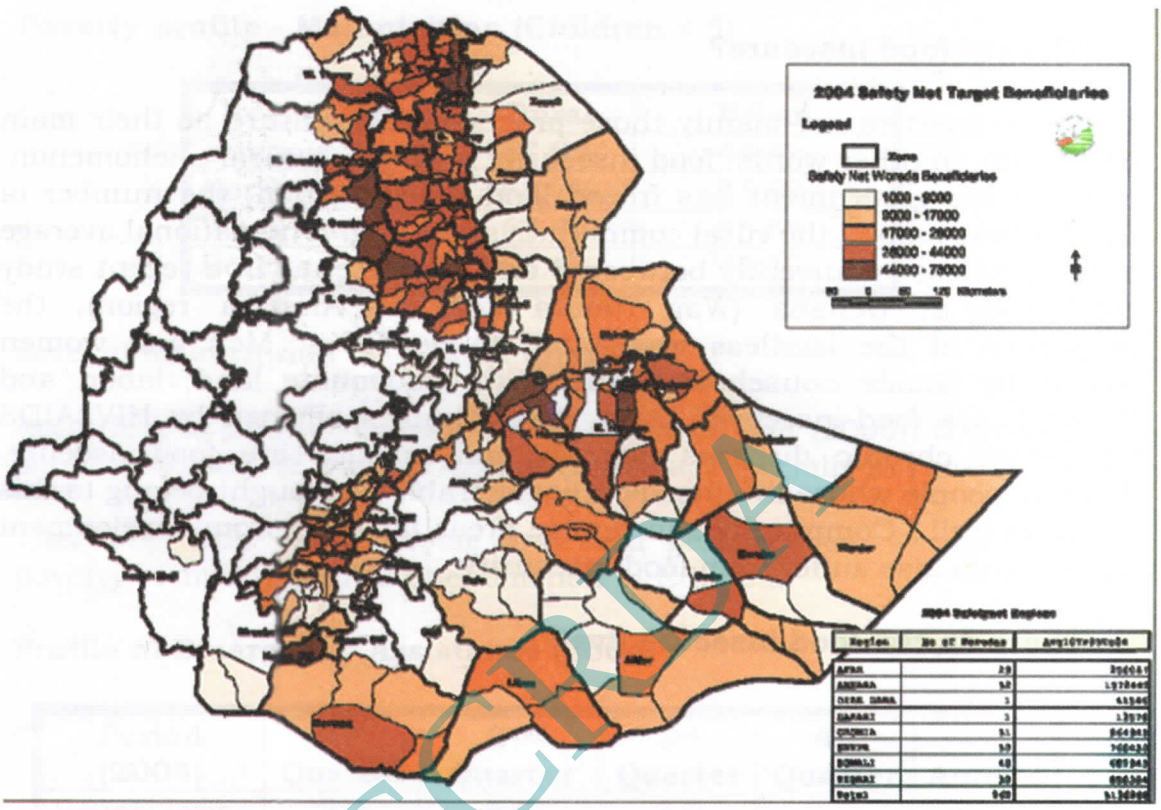


Figure 1. A map of the chronically food insecure (2004)) (DPPC, 2004)

It starts from the central highlands of northern parts of Ethiopia and moves down to the center, and then it goes along the rift valley area, and the southern and eastern lowlands.

These people cannot in any way produce adequate food to feed themselves and their families. They have to be supported or they will go hungry.

CC BY

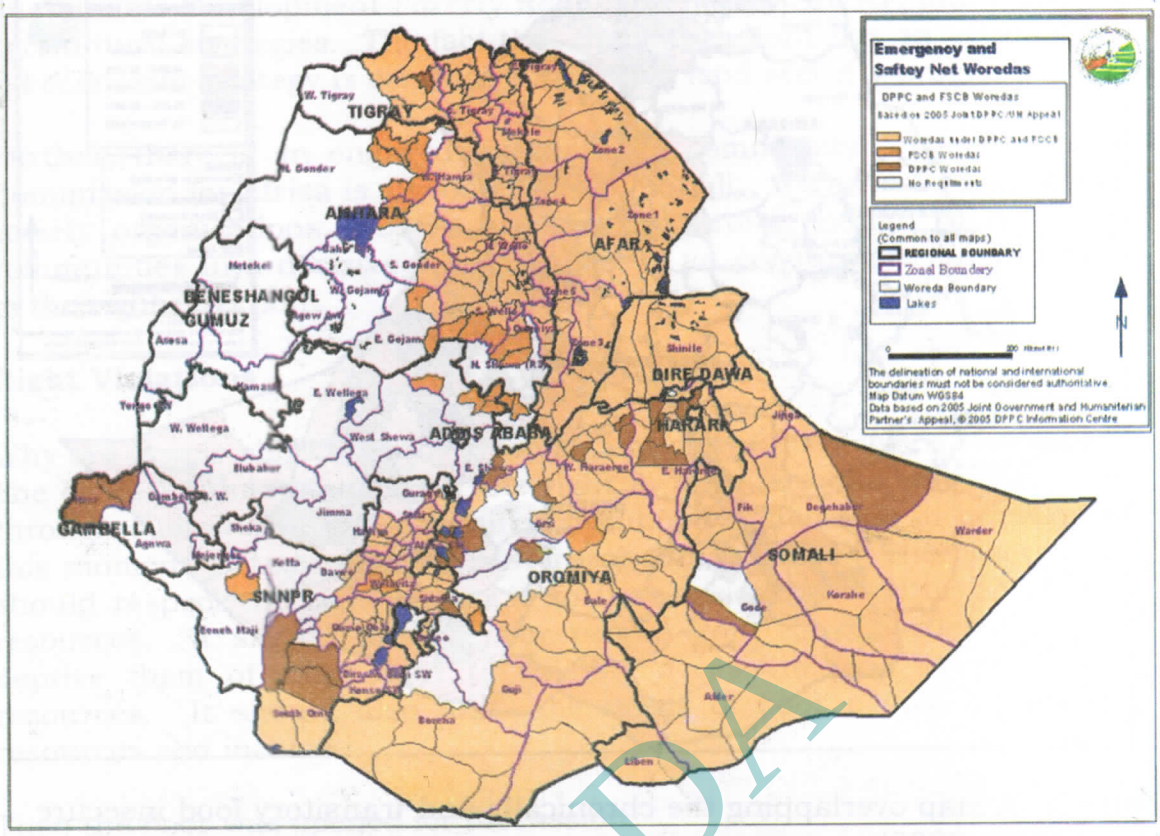


Figure 2. A map of acutely food insecure areas in 2005 (DPPC, 2005)

The map above shows the transitorily food insecure people as a result of sudden occurrence of disruptive phenomena, such as climatic, conflcit, floods, pests, etc. This is where emergency assistance will be provided from the government. It overlaps with the map of chronically food insecure areas in the highlands, but the Amhara region has been embraced by the productive safety net and, therefore, does not qualify for emergency assistance. Other parts that come under 'acutely food insecure' include parts of Gambela, eastern lowlands of Afar, and the Somali region.

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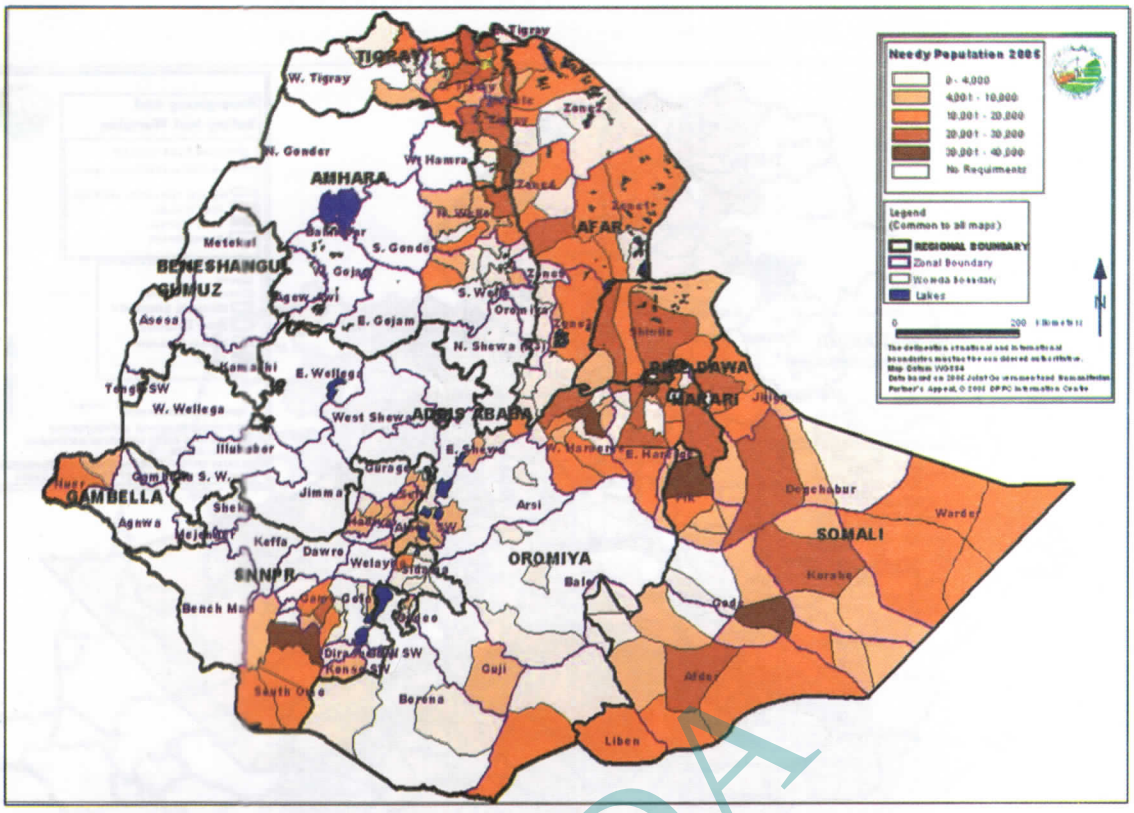


Figure 3. A map overlapping the chronically and transitory food insecure areas (DPPC, 2005)

In general the eastern half of the country is either chronically or acutely food insecure.

- **Why are they food insecure?**

There are two best answers to this question.
First, there is lack of participation or representation in the actual decision making process. People do not take part in making decisions on local and national resources. They do not have power to decide on the budget, developmental or educational policies, etc. Second, people do not own or control access to adequate productive assets, i.e. land, labor, and livestock, including finance, skills, knowledge, etc. Because of this, they are unable to engage in diversified sustainable livelihoods, and they also face continual erosion of assets and resources. Deforestation is a case in point, as poor people have to cut trees to sell the wood for survival.

Operational Environment and Stakeholders

The overall operational environment for us to engage in food security program to assist the poorest of the poor seems conducive. To begin with, there is a constitution integrating international human rights conventions. It integrates both civil and political rights as well as economic, social, and cultural rights. So we have a legal ground to a certain extent. There is also a relatively better accommodating space for

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civil society organizations, compared to the past regimes. There are progressive policies at higher levels. For example, there is the Sustainable Development Poverty Reduction Paper [SDPRP] and there are agricultural strategies. The fact that the government has an agriculture-led economic strategy is conducive for DCA's food security program.

Further, there is an engaged international community. The Economic Commission for Africa is a good example. Finally, we have a growing civil society organizations. CSO's are not yet strong enough to represent communities in a decisive way but there is an encouraging development in the right direction.

Right Violations

Why are people short of land, livestock, agricultural knowledge, etc?
The overall right violation, i.e. the right to adequate and nutritious food through sustainable and diversified livelihood systems, is in question at this moment for many of the poor rural communities. The government should respect the right of people to have access to food or productive resources. It should protect poor people from third parties that can deprive them of their right to existing access to food or productive resources. It should also fulfill the needs of poor people by sharing resources and income.

Then the floor was opened for discussion.

Open discussios

Question 1:
You mentioned the Poverty Reduction Strategic plan (Sustainable Development and Poverty Reduction Paper) that was introduced two years ago. You also said people have participated in its preparation. To what extent did people participate in the process?

Answer:
DCA, as an organization has special interest in this document. It is interested in the PRSP, which is a development plan for the country approved by the World Bank and the IMF and gives access to resources; and DCA has followed that process in other countries as well.

It is true that in Ethiopia there has been limited participation in the elaboration of SPDRP/PRSP and so is the case in most other countries as well. DCA, along with Ethiopian NGOs, should work with the government and try to push it to allow people a greater degree of participation. The fact that there has been too little participation in the Ethiopian SPDRP does not necessarily mean that the policies are irrelevant or bad for the country.

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It is true that the process has been a little exclusionary; even so, the World Bank has accepted it and committed resources to the government advising it to go back to the people to at least do some nominal consultation with them. We should take this document as a starting point and ask ourselves how to take part in it. How can the civil society engage itself on behalf of the community in the next phases of enriching or influencing the SPDRP? So, it is up to the NGOs to push and create a space for themselves. This is only a starting point. Otherwise, the government cannot compete with the World Bank. It was, in fact, the World Bank that had prepared the document and the government did not have the capacity to evaluate it. So, we should join in and contribute to the making of a national plan to which we can all subscribe in the end.

Question 2:

The role of civil society organizations in the society is still insignificant. What is your recommendation on how to strengthen CSOs? And how can a link be created between CSOs and developmental NGOs?

Answer:

The earlier CSOs and CBOs in Ethiopia had their own purpose and their own survival means. Now we, the modern ones, have to open up ourselves, to change according to the situation, to always look into ourselves. We have to ask what our roles are, who we represent in the society, and where we are. By looking internally and sharpening our strategies, we can become better CSOs in the future to represent the community and our causes.

Regarding the link between CSOs and development NGOs, they can either physically work together or functionally share information and network.

Question 3:

Does the picture painted of Ethiopia by Dr. Eyasu, i.e. the context analysis, correctly represent the reality? Can we work on the basis of this analysis?

Comment:

I have a small reservation on how the concept of food security is understood. From the presentation I felt that food security is attached to agriculture. But in recent practices, there is also the non-food dimension to it such as access to market and research. Without addressing these aspects, it is difficult to achieve food security. For example, we had a good harvest in Ethiopia in 1995/6, but due to lack of access to market or a disorganized marketing system, farmers suffered.

Comment:

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Conflict and climatic change should have been included in the list of causes for food insecurity.

DCA reaction to the Comment:

Yes. Conflict arises due to dwindling resources, but why do the resources become more and more scarce? Why do we have environmental degradation? Human beings are by nature rational. We do not simply go out and destroy our resources. There has to be a reason that forces us to worry only about how to survive today. People cut trees down because they have no other means to survive now. A poor man gives birth to six children because he does not have access to education and knowledge/means of family planning. We can take one veery simple example. When penicillin was introduced massively some 50 or or more years ago the State should have realized that death rate will likely decrease hence increase in population faster than what has naturally been occurring. But, nobody within the government realized that and the population of Ethiopian more than doubled since the then. Knwledge and access to family planning should have been integrated into the health service system. So conflict, environmental degradation, and population growth can be considered part of the symptoms of the root causes. DCA wants to take the discussion one step deeper in looking at root causes. Otherwise, DCA totally accepts that conflict, environmental degradation, population growth, etc. do substantially contribute to food insecurity in Ethiopia.

Comment:

We have been talking about the causes of population pressure and similar issues. But we still have not found solutions to our problems. It may be that we have not yet identified the real causes of our problems. There are so many factors cited as being the causes of food insecurity: population pressure, environmental degradation, the work culture of our people, etc. What DCA has to do is to take time and identify the real cause. Then, once the cause is known, the solution should be easy.

Question 4:

What about lack of good governance as one of the major causes for food insecurity?

Answer:

The causes discussed here are not exhaustive or too descriptive. Lack of participation/representation in decision making process cited above by DCA embodies lack of good governance as one of the root causes. But one of the main root-causes of food insecurity is state ownership of resources such as land. People cannot plant trees or prevent soil erosion if they do not own the land themselves. We may negotiate with the

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government, as LWF did, to persuade it to allocate some land for various purposes here and there. But this will not address the root cause of the problem.

Comments:

You said that poverty is a rural phenomenon but there are people in urban areas who are equally poor and need assistance. It was also stated that micro-credits should be handled as separate activities. But from experience we know that if micro-credits are managed separately from other activities, there will be problems. So they should be integrated with the other activities.

Reaction:
Poverty prevails in rural as well as urban areas. But relatively, it is still a rural phenomenon. Statistically, 90% of the rural people are below the poverty line. This does not mean there are no people in urban areas that are below the poverty line. Because the proportion of people living in urban areas is very small, the number of very poor people here is also smaller.

Regarding micro-credits, they have proved more successful when they are managed separately on a professional and commercial basis. If it is done along with a range of other activities, it may not always be done properly. It might be possible to do it with other development activities related to it such as training and non-farm activities. Micro-credit and development activities should go hand in hand. But they should not necessarily be run by the same institution or department.

In general, it was agreed that the analysis of the Ethiopian context of poverty could be taken as the basis to start implementing the food security program. There are some minor deficiencies in it but it can serre as a starting point and it can be improved in the process.

4.2 Program Objectives

DCA's overall development objective is to enhance the fulfillment of the right of the poorest and most vulnerable groups to access adequate and nutritious food through the development of sustainable livelihoods.

DCA has four specific objectives. The first objective is to improve the capacity of the poor to provide themselves with food on a sustainable basis. Secondly, communities should have diverse livelihood systems. Even with better technologies, agriculture cannot be a sufficient livelihood. The third objective is to strengthen poor people's coping capacities. This refers to emergency preparedness and relief operations. The fourth objective has to do with building the capacity of CSOs (DCA's

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partners) and advocacy work. This means enabling communities to claim their rights from the duty holders.

Intervention Areas

Intervention areas are mirror images of the objectives. One area is enhancing the capacity of the rural poor to increase production or productivity. Another area is supporting non-farm economic activities and establishing rural microfinance institutions. The third area is disaster preparedness/emergency assistance. The fourth area of intervention is advocacy and capacity building.

Monitoring and Evaluation of the Program

The planning starts from targeting the population. The poorest of the poor should be targeted, nationally as well as within the communities. Geographically, DCA has decided to work in Amhara and Oromia. In the future, as the need arises, this may change.

Regarding project monitoring and evaluation, DCA has now a different approach. In the past DCA has been supporting projects in a scattered manner in different places. Each partner implemented its own project. The only common point was DCA. But now we are looking at a program. From now on, there will be a common frame for baseline data collection for reporting outputs and outcomes; and indicators should feed into the program. At the program level, monitoring and evaluation will be on outcomes and impacts. Indicators for the evaluation will be developed today or in future as we implement the projects.

Main Strategies

They will be program-based, not project-based. There will be an institutional approach/platform to operations and interventions. DCA is committed to safeguard the rights of the poor and marginalized. DCA works for empowering the community through mobilization. People should have the capacity or the knowledge to claim their rights. It is not enough to give them money for projects. They should also be able to negotiate for their rights and sustain development activities. The other strategy is to engage in advocacy to influence government policies and structural barriers to food security.

Organizational Setup

DCA will hopefully link up with its sister organizations such as members ACT in Relief. DCA also hopes to form a Food Security Platform with its implementing partners. DCA will get technical and administrative backstopping support from the Head Quarter. The Food Security Platform itself will have a network with local offices and other umbrella organizations like CRDA, PFE, etc.

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The DCA/Partner Platform

This platform will help us to have a common purpose, value, and framework of operation. It will address barriers through united actions and voices. It will help us to have a shared understanding of the root causes of issues we address. It will help us learn mutually. It will make the partnership deeper, and finally it will make us more transparent and accountable as we try to work together.

DCA Roles and Responsibilities

Within the food security program, DCA will have the role of coordinating, managing and implementing the program. Project appraisal, approval, and monitoring are its responsibility. DCA will facilitate a partners' forum to enhance the understanding of thematic issues such as development concepts, policies, and strategies. The platform will also address cross-cutting capacity issues. Fund-raising is also one of the major roles of DCA.

Partner Roles and Responsibilities

Partners plan, design, and implement projects with the participation of the communities. They monitor, report, and evaluate projects periodically with respect to the overall food security program. They also participate in developing a coherent food security program through the platform.

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Time Frame for the Program

This is a five-year program beginning in mid-2005 and ending in mid 2010. There will be a mid-term evaluation after two years.

This program will develop in the process. It will build partnerships; it is open for mutual learning and capacity building. It will be constantly revised and its impacts will be monitored.

Financing

Budget and Source [in million Birr]

Source	2005	2006	2007	2008	2009
DCA/DANIDA	6.44	8.58	9.31	10.59	11.46
EU	-	-	3.0	6.0	4.5
Total	**6.44**	**8.58**	**12.31**	**16.59**	**15.96**

For the first two years, DCA will rely mainly on resources from Denmark, i.e. the Danish public and government. Then, after we learn how to work

in a program in partnership, we will submit projects to the EU. Our capacity to absorb resources will determine how much our budget will be. That is why working together is important.

Access to funds will not be our biggest problem. Funds are available to DCA depending on the quality of the work we do.

5. DCA HIV/AIDS Program

(by Marianne Hallberg)

The following are components of the DCA comprehensive strategy:

a) Primary prevention of HIV transmission
b) Human rights, advocacy and gender issues
c) Home-based care for people with AIDS
d) Sustainable support for orphans and other vulnerable groups

The DCA Ethiopia HIV/AIDS program is in the process of development. Context analysis has been carried out and the program was made ready in November 2005.

Priorities in HIV/AIDS

It is difficult to address HIV/AIDS issues if the basic needs of people are not met. The poor women's priority is food!

The impact of HIV/AIDS to food security at different levels is alarming.

HIV/AIDS prevalence in Sub-Saharan Africa:

⇒ 60% of all HIV-positive people live in sub-Saharan Africa. The absolute figure is about 25 million people.
⇒ In 2004 there were 3.1 million new infections.
⇒ In 2004 2.2 million people died of AIDS.
⇒ 57% of all HIV-positive people are women.
⇒ In Kenya, the ratio of young women living with HIV to infected young men is 45:10.

HIV/AIDS prevalence in Ethiopia:

⇒ The general prevalence is 4.4%
⇒ The figure for the urban population is 12.6% whereas it is only 2.6% for the rural people.
⇒ The general prevalence for women is 5% as compared to 3.5% for men.

Comparison of HIV/AIDS prevalence in Ethiopia and Uganda

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	Ethiopia	Uganda
Total population	70.7 million	25.8 million
Adult prevalence	4.4%	4.1%
No. of people living with HIV/AIDS	1.5 million	530,000
Estimated No. of women with HIV (15-49)	770,000	270,000
Estimated No. of orphans due to HIV/AIDS	720,000	940,000

HIV/AIDS statistics (2004)

Basic Statistics on Ethiopia

* Only 40% of the population in Ethiopia has access to health.
* Life expectancy at birth is 46 years.
* Adult literacy rate is 39%.
* Net primary school enrolment in the years 1996-2003 was 30%.
* Gross National Income per capital is 90 US dollars.

Comparison of knowledge of people in Ethiopia and Uganda:

* In Ethiopia, only a little more than 50% of the male population know that a healthy-looking person can have HIV. In Uganda, the figure is greater than 80%.
* The knowledge of females about the same issue is a little less in both countries. In Ethiopia, only about 40% of women have that knowledge. In contrast, about 75% of females in Uganda know that a healthy-looking person can be HIV-positive.

Comparison of the use of condom in Ethiopia and Uganda:

* In Ethiopia, only about 30% of males used condom at the last high-risk sex they had. In Uganda, the figure was greater than 60%.
* The use of condom by females at the last high-risk sex was much lower than that of males in both countries. In Ethiopia, less than 20% of them used condom at their last high-risk sex, whereas in Uganda greater than 40% used condoms under a similar condition.

Impacts of HIV/AIDS

* General vulnerability of Africa's farming systems
* Food consumption drop by up to 40% or more in homes afflicted by HIV/AIDS.
* HIV/AIDS tears families apart, destabilizes communities, reverses the evolution of farming systems and rural livelihoods and economies.

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Labor Shortages due to AIDS:

* Reductions in quality ad quantity of labor
* Loss f skills and experiences
* FAO estimated in 2000 Uganda had lost 12% of its agricultural workforce
* In Ethiopia AIDS-affected households spent only 2/5 of the time non-affected households spent in agriculture.

Some of the reasons for loss of labor:

* Loss of production time, i.e. ill persons and care givers.
* Diversion of labor from productive activities to funerals and mourning
* Opportunistic infections and death due to AIDS
* Care for the sick in household (specially women)
* Declining health of non-infected family members due to reduced food intake and other basic entitlements
* Less land cultivated
* Delayed activities such as planting and weeding
* More pests
* Loss of soil fertility
* Fewer crops per household
* Decline in livestock production
* Lower yields

The capacity of a household to withstand HIV/AIDS shock and stress depends on various issues:

* Pre-existing vulnerability of the farming systems to labor shortages and other inputs
* Flexibility of gender roles
* Wider social-support network
* Traditional attitudes and practices towards the vulnerable individuals and households.

HIV/AIDS & "Silent Hunger"

* reversing development gains
* robbing millions of their health and lives
* Sale of productive assets
* Gender imbalance
* widening the gap between the rich and the poor
* undermining social and economic security

HIV/AIDS Prevention and Control

* Behavioral Change Communication HIV/AIDS Project

Mainstreaming for consideration:

* Promotion of non-labor intensive crops and reducing time wastage

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* Encouraging community farming oriented to support food security and nutrition among the community's most vulnerable households and people, including female-headed households.

Mainstreaming for consideration

* Motivating rural farming households through training and education to analyze their situations, find solutions that they can implement by themselves
* Integrating gender and age issues into extension programs, include women, youth and elderly participation in extension activities.

6. DCA Political Space Program

(by Senait Ayalew)

Political space refers to *"the types and range of possibilities for pursuing poverty reduction by the poor or on behalf of the poor"*. In other words, it refers to the space available for poor women and men to participate in a political process. It is concerned with human rights and how to safeguard human rights.

The overall objective of DCA regarding political space is to *"enhance the capabilities and opportunities of poor and excluded women and men for accessing and demanding their right to participate in political processes at all levels (local, national, and international) as an instrument for affecting social, political, and economic change"*.

The political space program looks into institutional and legal factors related to good governance and human rights. It examines the way poor people and their participation is perceived and the organizational strategies and practices used by the poor.

Strategies of a political space program include:

* removing the institutional barriers that constrain the participation of the poor;
* dealing with the exclusionary discourses and ideas that separate certain groups from full participation in society; and
* overcoming constraints within the organizing practices and strategies of the poor.

- **Key activity areas in this program include:**
  * improving the responsiveness of public institutions to the rights of the poor;
  * creating positive discourses for increased rights fulfillment and protection for the poor;

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* building on or strengthening the social and organizing practices of the poor for increased participation and inclusion in their societies; and
* facilitating strategic human rights protective measures and access to justice.

The Ethiopian Context

According to the analysis carried out by DCA:

* people have limited awareness about their civil and political rights;
* there is strict government control;
* there is lack of trust in the political system, the legal mechanisms, and in the local administration; and
* there is very young civil society in Ethiopia.

Challenges in implementing this program:

In Ethiopia, partners of DCA fear and mistrust the government. The partners have limited capacity in mobilizing people and doing advocacy work. There is also little networking among the partners.

Opportunities

There is a policy that favors the poor. Also, the constitution and other laws give recognition and space to civil society organizations. There are democratization processes that are encouraging as well.

Some of the activities partners can engage in include:

* civic education
* human rights trainings
* enhancing women's participation in the political process
* anti-harmful traditional activities that constrain women's rights, etc.
* activities related to the Poverty Reduction Strategic Plan

DCA`s Partners include:

* the Ethiopian Human Rights and Civic Education Promotion Association (EHRCEPA)
* Research Center for Civics and Human Rights Education (RCCHE)
* Kembatti Mentti Gezzimma-Tope (Kembatta Women's Self-help Center Ethiopia)
* the Ethiopian Women Lawyer's Association
* Christian Relief and Development Association
* Minority Rights Group International

Political Space and Food Security

* The political space program aims at addressing the critical causes of poverty through active participation of the poor and marginalized groups of the society.

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* It goes beyond the symptoms of food insecurity and tries to address the reasons why the poor have limited livelihood opportunities and why the poor have unequal access to vital resources and little role in decision making. It addresses policy barriers at different levels and enhances advocacy.

7. Reflections and Comments on the Food Security Program Strategies

7.1.Reflections and Comments from the LWF

7.1.1 About the Lutheran World Federation, (LWF):

- The Lutheran World Federation is a global communion of Lutheran churches.
- It was founded in Lund, Sweden, in 1947, immediately after World War II.
- It has 133 member churches in 70 countries.
- It represents more than 61 million of the world's 64 million Lutherans.
- The LWF secretariat is located in the Ecumenical Center in Geneva.
- It acts on behalf of its member churches
- Central to LWF's task is to aid persons and churches in many different political, socio-economic, cultural, and religious contexts, to strive in faith for the evangelization and for the realization of sustainable life, justice and peace and the preservation of creation.

7.1.2 LWF in Ethiopia

When and how did LWF come to Ethiopia?

- LWF opened a temporary office in Ethiopia in 1971.
- It came to Ethiopia based on the request from EECMY to assist famine-affected people in one of the provinces.
- The temporary office stayed up to early 1973.
- As a result of another request from EECMY, LWF/DWS opened an office in October 1973.
- LWF/DWS has been implementing Joint Relief/Rehabilitation and Development Projects ever since.

EECMY/LWF-DWS-Ethiopia have worked together to alleviate the socio-economic problems of the society. In 1986, EECMY/LWF-DWS established a joint committee to coordinate all matters of mutual concern in relation to relief, rehabilitation and development.

7.1.3 Areas of intervention:

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- Relief and Rehabilitations
- Development activities

7.1.4 Sources of funding for program implementation

Resources for the implementation of both relief and rehabilitation and development projects were accessed from LWF member churches and international organizations.

The major funding member churches have been:

- Dan Church Aid
- Din Church Aid
- Swedish Church Aid
- Canadian Lutheran World Relief
- Evangelical Lutheran Church in America
- Others

7.1.5 Dan Church Aid's support to EECMY/LWF-DWS in Ethiopia

Dan Church Aid is one of the major partners and supporters of EECMY/LWF-DWS' interventions both in relief and rehabilitation and development. Records show that the first LWF/DWS-Ethiopia Program Director and some senior staff were from Denmark. There have been relief advisors from Denmark through the long years of support, and the office of the first DCA representative in Ethiopia had been located in LWF's Head Office.

- Relief and Rehabilitation

According to written records, partnership between EECMY/LWF goes back to the 1984/85 big famine in Ethiopia. DCA has been donating food and financial support to LWF for relief intervention and rehabilitation since 1984/85.

The support was

- Grain/supplementary food/for drought-affected people
- Rehabilitation/cash for the purchase of seeds, tools, and restocking
- Pilot studies like grey-zone studies in Dahana, Konso and Borena
- Construction of ponds, restocking, and purchase of seeds in Bale low lands
- Capacity building

  Here it is also important to mention DCA's contribution to the fishery development and rehabilitation works at Dahlak Island in the early 1980's when Eritrea was part of Ethiopia.

- Development projects

EECMY/LWF started implementation of development projects in 1985/86, after the devastating famine, which took thousands of lives.

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These were Soil and Water Conservation Projects. There are two types of soil and water Conservation projects based on the sources of funding.

These are:

- ✓ Regular SoN project

This is a type of project where project proposal was prepared and sent to Geneva LWF Head Office, and through Geneva to the different church-related funding agencies.

DCA was one of those donors who have been supporting by funding a part of the SoN project in the Eastern part of the country (East Soil and Water Conservation Project) from 1990-2004 for 15 years.

As a result of long years of DCA's funding and support:

- Several small-scale irrigation schemes have been constructed.
- Thousands of hectares of land have been put under irrigation.
- Natural resources conservation activities have been carried out.
- Agricultural extension services have been provided.
- Beneficiary communities have been organized.

✓ Non SoN projects

Joint Ethiop-Danish NGOs Development Program

This is a program where three Ethiopian NGOs, i.e. EECMY/LWF, Save the Children Denmark, and the Ethiopian Red Cross and their counterparts in Denmark agreed on a joint effort to address three major problems: Health, Education, and Agriculture in Habru and Kobo districts of North Wollo zone. EECMY/LWF has been engaged in food security/agricultural development/ while the Ethiopian Red Cross and Save the Children Denmark have been engaged in health and education, respectively. This program was initiated by DCA and, as a result a new tradition of implementing programs jointly has been established and practiced.

The main objective of the program is to improve the livelihood of the communities in the two woredas.

EECMY/LWF has been implementing the joint program with the full partnership of Dan Church Aid. The program is now in its fourth phase.

During the previous three phases:

- 5 small-scale irrigation schemes have been constructed.
- Natural resources conservation work has been done.
- 21 water supply schemes have been implemented.
- Agricultural extension services have been rendered.
- Community /institution/ development activities have been carried out.
- The capacity of community members and local government officials has been enhanced.

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7.1.6 Capacity building to EECMY/LWF by DCA

- There has been a short-term training and an experience-sharing visit by a farmer family from Denmark to Ethiopia and vice versa.
- Scholarships for post-graduate training have been provided to some staff members of LWF.
- An environmental expert was seconded to LWF program to support environmental conservation activities.
- Different visits to Denmark were made by senior staff of LWF in relation to the program implementation.
- Short training on rights-based commitment was conducted to senior and middle management staff of LWF Ethiopia and Uganda.

7.1.7 Impacts of Long Years of Relief, Rehabilitation, and Development Support.

As a result of DCA's support and partnership, EECMY/LWF was able to properly accomplish its mission in Ethiopia and benefit the needy people in different parts of the country.

- Through relief interventions, thousands of lives have been saved.
- Through rehabilitation, displacement of people from their areas was arrested.
- The irrigation schemes enabled the beneficiaries to grow crops they were not able to grow before the project intervention, and in most of the areas they could harvest more than one time a year.
- Increment in crop yield and total production is the major impact of the project.
- Increase in household income is recorded.
- Changes have been recorded in rain-fed agricultural areas due to the introduction of farming techniques. But there is a need for more interventions in those areas in comparison to the irrigated areas.
- Local resources management was improved as a result of community development interventions of the project.
- Women have gained power at both household and the community level through project activities at some sites.

7.1.8 Challenges

The partnership or the relation was not always smooth.

- It used to be a sort of relationship that could be easily manipulated by individuals. There have been misunderstandings between DCA desk officer to Ethiopia and LWF finance manager.
- DCA suspended funding for the joint program during EECMY and LWF negotiation about LWF's country strategic plan preparation.
- DCA delayed feedback on some of the issues.

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7.2 South Ethiopian Synod's Reflections on DanChurchAid`s Food Security Program Document

7.2.1 Mission Relevance

The SES's target group is the rural poor who are exposed to chronic and transitory food deficit that lack access to productive resources such as technology and financial capital including prevention of HIVAIDS.

7.2.2 Less relevant

Land, labor, and knowledge are less relevant to be accorded as non accessible development bottleneck to the poor in Borana.

7.2.3. Similarity

The target groups are people who are living in the remotest areas, off the roads, off the media and those inaccessible by technocrats. These are also the group targeted by SES.

7.2.4 Adversity

Objective number 4 "civil society organization at all levels strengthened to enable them to speak on behalf of the rural poor" is more probable than possible in the context of SES. The reasons are:

a. The woreda and zone offices are responsible for the implementation of government policies; verdicts and decisions are either less informed or instructed to be intolerant to any side-look of the law. The law says that religious organizations must not interfere in politics. Therefore, being under an umbrella of religious organizations, SES will have many stumbling blocks.
b. The legacy from the previous regimes which was substantiated by the proverb that goes "A King cannot be sued as the sky cannot be ploughed" is loudly echoing in the minds of local officials and this will have serious consequences.

7.2.5 Strengths of the Document

a. Almost all amplified strategies for tackling food insecurity are envisaged.
b. Grass-root level working actors are involved.
c. Economic and technical support is promised.
d. Poverty reduction, which is solely responsible for food insecurity, is to be dealt with.
e. Right holders' participation guarantees continuity of the programs.
f. The programs are area- and target-focused.

7.2.6 Limitations

a. Little is said about professional capacity building by training partners' staff at work places.
b. Illiteracy, which is a chronic problem in the remotest areas, would have been addressed by supporting rural schools.

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c. The regional coordination office seems under-staffed.
d. The programs would hardly be completed in 2006.

The Ethiopian Orthodox Church did not have any comment on the food security program document.

Then Dr. Eyasu thanked LWF and SES for taking time to critically read the food security program document and for giving so many constructive comments. He said that DCA has been working for a long time with LWF and, therefore, the document reflects DCA's engagement and experience with LWF. This engagement, DCA hopes, will continue in the future as well.

However, it does not mean that the document is final. It will accommodate the constructive comments that have been forwarded by the partners. DCA's focus on certain geographical and sectoral areas is based on its expertise, experience, and resources. It also realizes that there are other actors who are better equipped to go into other areas and sectors and complement our efforts. For example, NCA has had long experience in water development in dry land areas and it has done a very good job. So, DCA has to devise a means on how to create networks with other NGO's or donors so that they go into the areas DCA cannot cover.

The water issue has come up repeatedly in this workshop. As already stated, DCA is not best equipped to intervene in this area fully, but this does not mean that it will not contribute anything to water development at all. DCA has contributed to a limited extent to water development with LWF and SES.

DCA does not claim to solve Ethiopia's problem. It only makes a contribution by focusing on food security in specific areas. Other actors should be engaged in other areas. Mr. Lars Jorgensen also reacted to the comment that the objectives of the program were too ambitions. He said that an earlier version of the document which was presented to the DCA head quarters was also considered to be ambitious. After that comment, an attempt was made to further limit the objectives. even so, the comments given in this workshop about the objectives seem to suggest that DCA needs to take the issue back to the head quarters and reconsider it even more critically.

8. General Discussions on the Document

Question 1:
We know that LWF has been engaged in development projects, especially in water and soil conservation programs. Even though I have not been to the north, I knwo of the activiies underway in the lowlands of Bale. We also know that LWF, with the assistance of DCA, has constructed big

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ponds which required machines what are the lessons we learned from these experience? How can these ponds by sustainable as they need expensive machines? Secondly, compared to the traditional ponds the construction of which took into account the local skills and conditions, how effective are the big ponds that needed the use of machines? Thirdly, these ponds have attracted people from far away areas and new villages have been established around the ponds. This will probably have its own effect on the environment, i.e. the soil, the vegetation, etc. around the ponds. Has this aspect been considered?

Answer:
EECMY/CWF has been engaged in the construction of soil and water conservation projects. These are mainly river diversions, spring developments, and micro water dams. The micro dams have been constructed in different parts of the country. The first micro dams were constructed in Eritrea in the late 1980's and early 1990's. The others are in the western part of the country-Western and eastern Wollega, and in Borena. As stated these dams were constructed with the help of machinery but the work is not fully mechnized. Bull dozers were used for soil excavation but other activities were carried out by the community in the form of food for work. Cost-sise, it is very effective. Especially in Borena, the ponds are 300,000, 400,000 m^3. The provide water throughout the year even when there is no rain for two or three years.

As stated, there are problems related to the ponds, people culturally share what they have. More and more prople come to the area and this has its own effect on the environment, but LWF has been giving training to the community on the effects and how they can mitigate the problem. There are problems related to sustainability as well. The communities are trying to sustain the ponds as much as they can. When it is beyond their capacity, they come to LWF for technical support. But LWF also believes that the government should be willing to take the projects over when LWF withdraws from the area. Moreover, he communities themselves should put some money aside to sustain the projects in the long run. But in Wollega, the situation is very different. Here, the water problem is not very serious and so sustainability was in question. In general, where there is an acute need for water, the projects are sustainable but in other areas they may be less so.

Comment 1:
High landers think that food security is achieved by tilling the land. But in the low lands the situation is different. Arabs do not produce crops but they are food secure. So we should also consider non-farm activities for the people in the low lands. We can train people to trade so they become food secure.

Comment 2:
Advocacy and development activities are inseparable. There is no way we can avoid advocacy work. DCA has been assisting CRDA in different

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ways. For example, it helped us in familiarizing SDPRP. Currently, we have ongoing small projects for organizing the interfacing land tenure issue. So it is clear from DCA's program that it will collaborate with CRDA in the future as well. Now we have very specialized forums working on different secoral and thematic issues such as gender, HIV/AIDS, rural development, children's rights, etc. So we have lots of opportunities to work together.

9. Group Discussions

Four groups were formed and each group was given different topics to discuss for about half an hour and then present the results of the group discussions.

9.1 Group one

Accordingly, group one deliberated on the advantages and disadvantages of moving from project to program partnership, organizational structure, focus areas, and frequency of the platform meeting.

1. Moving from project to program partnership has the following advantages:
   - Partners share experiences and learn from their experiences.
   - A target group will be exposed to various interventions from the various partners.
   - It maximizes impact because partners are involved in different sectors. So impact can be achieved in different areas of intervention.

But the program approach has the following disadvantages:
   - It is difficult to achieve the expected impact in such a limited time in various sectors.
   - It is expensive in terms of finance because each project requires big sums of money.

2. Organizational Structure

A streering committee could be established. This committee could constitute two members from each partner. The committee would have the role of facilitation while the actual responsibility would rest on DCA.

3. Focus Areas
   - The first focus areas should be the facilitation of experience sharing so that partners know what is going on in the program.
   - The other focus area should be capacity building.
   - another focus area could be harmonizing some of the strategies such as monitoring, reporting, schedules, etc.

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- Yet another focus area might be reflecting on DCA's strategies. This could give DCA a chance to make amendments to its program.

4. Frequency of the Platform Meeting
   - Meetings should be conducted three times a year so that experiences could be shared every four months.
   - Training should be given to participants on regular basis before meetings take place.

9.2 Group Two

Group TWO disucssed whether or not there would be a need for capacity building work in the food security program, and if there was a need, what level or type of capacity bulding would be needed and how it would be implemented.

The group reported that the need for capacity building work was obvious. For example, there is a gap in the number of staff for implementing the program. There is also a gap in the capacity of the existing staff. In order to change the society, partners must have a reliable and sustainable capacity for change and improvement. Specifically, there is a need for training in the right-based approach as this is a basis for new thinking. The capacity for networking or building a platform is also essential to bridge relations among partners to share experiences.

The group also felt that capacity bulding would be needed at middle and higher levels. Institutional capacity building is also needed for various reasons. For instance, partners should be enabled to understand new concepts of approach and philosophy. Systems of operation should be put in place. Mangement and implementation skills should be developed. Partners should also have fund-raising strategies. Some of these skills could be acquired through short and/or long term scholarships. Capacity can be built by creating networks among partners. The networks in turn could strengthen capacity through experience sharing among the partners in Ethiopia and even among similar institutions in Africa. Capacity bulding includes the provision of material support such as Vehicles, Information Technology, etc.

Regarding the ways in which capacity building work should be carried out, the group suggested that the first step should be to determine the partnership formally. Then, a capacity-building needs assessment should be done for each partner and each partner should prioritize its own needs in this regard. Based on this, short-and long-term an action plans should be developed.

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9.3 Group Three

The task given to Group Three was to assess the need for advocacy work and to identify common issues for advocacy. The group contended that there is a need for advocacy in many different areas:

- Land tenure- there is a need for advocacy to improve the land ownership policy at work. Even the current land ownership certification process will nto solve the problem. the advocacy work should be done both at federal as well as regional levels.
- Market access/distribution-there should be fair trade at all levels; i.e. federal, regional, and local levels. Also, cross-border trade can be advocated.
- Taxation policies on land and livestock- this could also be negotiated at federal and regional levels. At the moment it is very high.
- Particiaption of the vulnerable group-advocacy work is needed to enable the poorest of the poor and women in policy formulation at all levels.
- Harmful traditional practices- at all levels.
- Policy formulation- advocacy cork is needed at federal and regional levels so that policies are formulated in a participatory manner. Policies should also be piloted before they are fully implemented.
- Using local potential for development- advocacy work could make people at the local level aware of the potential they have at hand for development. For example, pastoralists could use water for pastoral development where there are rivers or other sources of water. They do not necessarily have to engage in agricultural development.

Group Three also discussed the opportunities available for advocacy work and the constraints that could hinder the process.

One opportune environment for esuch an intervention is the fact that DCA partners are working at the grass-roots level, which means that partners can directly talk to the target communities. There are also so many issues and gaps that have not been addressed. So there is fertile ground for advocacy work. However, government officials at all levels could be serious stumbling blocks as they lack awareness of the difference between advocacy work and politics. They think that such activities are aimed at their political power.

Another discussion point for Group Three was how the challenges of advocacy work should be documented. the group suggested that documentation should be based on research. Networking with other like-m9inded actors could also make documenting easier and more complete.

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9.4 Group Four

The topic of discussion given to Group Four was the monitoring and evaluation procedure of the food security program. The group come up with the following points with regard to food security indicators at three different levels. These three levels are Impact, Outcome, and Output.

At the impact level:

- there should be a reduced mortality rate;
- there should be a reduced level of malnutrition
- the community should have more power in the decision making process.

At the outcome level:

- there should be diversified livelihood options;
- people should start claiming for their rights;
- there should be higher income levels and improved distribution systems;
- there should be an increased quality of especially natural resource base (e.g. water, etc);
- there should be changes in practices; and
- there should be an improved level of asset formation by the community.

At the output level:

- there should be an improvement in the level of production and productivity;
- the area conserved could increase;
- attitudes could change;
- there should be improved access to resources; and
- community institutions have to be formed.

As part of the monitoring and reporting procedure:

- reports should be made bi-annually;
- partners should review the reprot and give their feedback;
- there should be a monitoring and reporting guideline; and
- there should be a participatory field monitoring.

Reports should be addressed to DCA and it should account for impact, outcome, and output.

Finally, Mr. Lars Jorgensen thanked the participants for showing genuine interest for the workshop and contributing a great deal to its success. He also thanked them for accepting the program and for agreeing on the idea of forming a platform. He said the platform would be established soon and in such a way that everyone would benefit out of it without creating any more burden on anyone.

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10. Annexes

10.1 Participant expectations (not compiled yet)

10.2. Workshop programme, objectives, & expectations

JUNE 28, 2005

TIME	THEME	RESPONSIBLE
08:30-09:00	Registration	DCA
09:00-09:30	Welcome, Introduction, etc	Lars Jrgensen/Eyasu Mekonnen
09:30-09:45	DCA & its strategies	Lars Jrgensen
09:45-10:00	DCA global food security strategies	Pernille Srensen
10:00-10:15	Open discussion (Q/A)	Lars Jrgensen
10:15-10:45	Break	Desalegn Hotel

TIME	THEME	RESPONSIBLE
10:45:11:00	Food security-Context analysis	Eyasu Mekonnen
11:00-11:15	Discussion	Lars Jrgensen
11:15-11:30	Food security-Programme	Eyasu Mekonnen
11:30-11:45	Discussion	Lars Jrgensen
11:45-12:00	DCA HIV/AIDS Prog.	Marianne Hallberg
12:00-12:30	DCA Civ/Pol Space Prog.	Senait Ayalew
12:30-13:30	Lunch	Desalegn Hotel

TIME	THEME	RESPONSIBLE
13:30-13:45	DCA/LWF partnership profile	Rev. John Halvorson
13:45-14:15	Partner reflections on DCA FS strategies	LWF, EOC, EECMY/SF[illegible]
14:15-14:45	Reflections & comments on FS Prog. strategies	Pernille Srensen
14:45-15:30	Group work	DCA
15:30-15:45	Break	Desalegn

TIME	THEME	RESPONSIBLE
15:45-16:30	Group presentations & discussions	Marianne Hallberg
16:30-16:45	Way forward:	Lars Jrgensen
16:45-on wards	Closing events	DCA

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