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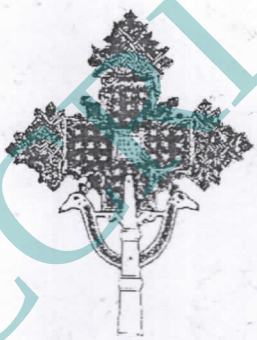
Proceedings of the National Workshop

On

Food Security, Sustainable Agriculture and Trade:

Issues of Concern for Lobbying and Advocacy

CCDA



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Global Hotel

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1. Background to the Workshop

Despite Ethiopia having received food aid for decades, her food security status has not improved. On the contrary, her food insecure population and her dependency on food aid have continued to increase. Due to this and other causes, policies and strategies designed to encourage rural agriculture and guarantee food security will have to be intensively discussed in public forums.

CRDA commissioned the conducting of an intensive study into food security, sustainable agriculture and trade and raising issues of concern for lobbying and advocacy. CRDA commissioned the study by a multidisciplinary team conducted by the International Development Consulting Firm (IDCoF) and an international consultant, Mr van Oord, from BBO. This study was intended to investigate the causes and the consequences of the gap between intended and actual achievements of policies and practices in this area. Issues and concerns relating to food security, sustainable agriculture and trade were scrutinised in the broader context of developments in the overall economic environment. This study is intended to act as a springboard for designing advocacy and lobbying strategies to enhance the future development of this sector. A wide range of guests and experts were invited to comment on the study from various multilateral and bilateral donors, NGOs and government offices (See Participant List in Appendix 1).

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Consequently, a one-day workshop was held to share the findings of the study regarding government policies and their impacts, food security and related issues, sustainable agriculture and provide the basis for developing a lobbying and advocacy strategy for NGOs. In addition, as the study had not been finalised, the workshop was intended to provide the consultants with feedback. The first part of the workshop consisted of the presentation of the findings of the study, while the second involved group work in the participants split into small groups and discussed in detail areas of their expertise. Finally, the groups reported back to a plenary session their major points and possible future steps for lobbying and advocacy.

2. Welcoming Address

Ato Fekade Tsegaye, Deputy Executive Director of CRDA, began the workshop by welcoming all the participants and thanking the resource persons for coming. He stated that the main objective of the workshop was to enable all participants to provide feedback and enrich the study with a view to developing an appropriate lobbying and advocacy strategy on food security, sustainable agriculture and trade (See Programme in Appendix 2). Ato Fekade then said that despite the fact that Ethiopia is endowed with untapped land and water resources, as well as a wide range of agro-ecological conditions, she in unable to feed herself not only in times of famine, but also during normal production years. As a result of the fragmentation of household land holdings, soil degradation and the over use of resources, Ethiopia had only achieved an annual increase in the production of cereals of 1.2%, while her population growth stands at 3%.



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Therefore CRDA found it imperative to review national, regional and donor policies and strategies and try to assess the impact of aid on food security of development programmes. Moreover, it intended to create common understanding and share the knowledge obtained from the report amongst CRDA members on these issues, so they could participate effectively in the effort to mitigate poverty and food security. In addition, he hoped that the workshop would critically review the study and provide relevant feedback to develop it further.

Finally, Ato Fekade thanked all the CRDA Agricultural Working Group, the Food Security Steering Committee, the CRDA staff and the consultants for their unreserved effort to bring the study to reality. He also expressed his gratitude to ICCO for its financial support and finished his address by wishing the participants fruitful and successful deliberations. (See Appendix 3 for full Speech)

3. Presentation of the Study

The study itself is a bulky document of over 200 pages (available at CRDA Head Office).It commences with an executive summary which was provided to the participants so that they could orient themselves with the findings (See Appendix 4 for Executive Summary). The first section provides the background, scope and methodology of the study explaining the objectives of the study and how it was carried out. The second section reviews the government's macroceconomic and sectoral polcies and their implications on food security. This section goes into a detailed scrutinisation of several policies including the Fiscal Policy, the Investment Policy, the Land and Land Use Policy, as well as the Food Security Strategy and the Famine Early Warning System among others. The third section reviews the policies of major donors in light of food security and sustainable agriculture. The World Bank, EU and African Development Bank were the main institutions of focus at the international multilateral level. USAID, DFID, CIDA, Dutch Government Assistance, Japan Government Assistance and the Norwegian Agency for Development Co-operation were the focus at the international

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bilateral level. The fourth section looks at food insecurity issues including what ensures food security and sustainable livelihoods and what NGOOs are doing in this area. It scrutinises what the impacts of food aid are in addition to the need for proper targeting, off-farm employment opportunities and donor's food security policies and support to Ethiopia. The fifth section discusses sustainable agriculture in line with the country context, the agricultural and livestock production situation, the agricultural research extension system and untapped resources. Moreover, it looks at possibilities for the development of irrigated agriculture, natural resources conservation and utilisation, marketing, rural credit and alternative income generating activities. The sixth section focuses on trade issues. It studies factors accounting for poor trade performance as well as basic characteristics of Ethiopian trade. The implications of trade policies on food security in light of the industrial policy and strategy and market and price policy are discussed. Besides this, an overview of the trade policies of multilateral and regional institutions, such as WTO and COMESA, is given. The last section devotes itself to issues of concern for lobbying and advocacy.

A short briefing was given to familiarise the participants with the general framework of the study, with Dr Awole Mela chairing the sessions and providing a short summary at the end.



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3.1 Introduction

Dr Dagnew Eshete gave an overview of the study by explaining that it had been carried out from September to December 2001. He gave a brief overview of the objectives and the methodology of the paper stating that the main objective of the study was to provide CRDA members with the necessary tools and information to lobby and advocate on food security, sustainable agriculture and trade issues. Other specific objectives included reviewing and analysing national, regional and major donor policies, programmes and strategies in the field of food security, sustainable agriculture and trade in Ethiopia,, and conducting a survey on the knowledge and understanding of the CRDA members regarding policies on food security, sustainable agriculture and trade. Its survey covered 10 government agencies at federal and regional levels, 13 donor agencies from multilateral and bilateral agencies and two international NGOs and 32 Sample NGOs working in the four regions of Amhara, Tigray, SNNPR and Oromiya. Some of the agencies included the Ministry of Agriculture, the Ministry of Trade Industry and Tourism, Ethipoian Chamber of Commerce, WFP, FAO, SPAR and the bureaux of agriculture in the four regions. Dr Dagnew then introduced the various consultants who would be presenting the study.

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3.2 Policies, Impacts and Trade Issues

Ato Tarekegne Assefa, from IDCoF, gave an overview of major policies like the Agricultural Development Lead Industrialisation (ADLI), the Fiscal Policy, the Monetary Policy, the Investment Policy and the Exchange Rate Policy. He explained that despite the production of several good policies on paper, Ethiopia had not been able to attain a take-off stage in development. He explained that some of the policies, such as the land policy, were indeed ideologically driven and neglected important areas like output marketing structure. In addition, bureaucratic red tape was providing majors obstacles to investment. However, all was not bleak as compromises could be reached, as in the case of countries that had issued user rights land certificates.

Due to time constraints, Ato Tarekegne was unable to cover 21 issues of concern and advised that he could discuss them during the discussion. However, some of the major issues included;

- The possible conflict of food production versus export promotion merits rethinking. Food security and export promotion has some contradictions. The balance between encouraging food crops versus cash crops production requires to be worked out. Furthermore, a efficient system of integrating markets of food surplus and food deficit areas should be developed.

- Increasing trade liberalisation is generally thought to spur overall economic growth. But the increasing openness of developing country markets to food combined with the failure of developed countries to reciprocate may well produce a situation that denies developing countries access to high-income markets for their exports. In addition, different standards of food safety between importers and exporters may lead to concerns about the safety of imported food. As food safety concerns heighten, the use of food safety, as a trade barrier against exports from developing countries may become a more pressing concern.

- Internal and cross boundary conflicts in pastoralist areas affects food security, marketing of livestock and economic ties of neighbouring population. Moreover, upstream conflict due to water diversion to down stream settlers can trigger conflict, which may lead to armed fighting. Therefore, to reap the contribution of the pastoralists to the country's livestock export, conflict prevention and resolution mechanism should be devised basing on the traditional means.

- Like the on-going input service provision, the Government should also focus on developing agricultural output marketing services. Organisations that voice out for the needs of the smallholder farmers should be encouraged to emerge. Likewise, the private sector also needs to be encouraged to participate not only in the delivery of inputs to the producers but also to play a part in output marketing processes.

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- Development direction emphasises the expansion of small and medium scale enterprises. The enterprise in charge at the federal level should be strengthened and offices at regional levels should be expanded to give the support and impetus to its development.

3.3 Sustainable Agriculture

Dr Alemayehu G/Hiwot, from IDCoF, gave a quick glimpse of the agricultural situation in Ethiopia. He explained that Ethiopia had huge potential with not more than 5% of fishery, less than 5% of her water bodies and approximately 10% of her cultivable land being currently under use. Nevertheless, the dynamic interrelationship between agricultural production and productivity and policies, programmes and strategies seemed not to have clicked leading to dismal results.

He stated major constraints as land degradation, insecurity of land tenure, unreliable rainfall patterns, depletion of natural resources, lacks of appropriate technology, land fragmentation, pests and disease, and marketing constraints. Unfortunately, he said that the hopes for reversal appear gloomy, as actors tend to stick to opposite extremes and lack the will to compromise.

Dr Alemayehu stated that outstanding issues and concerns are; land use rights, resettlement programmes, irrigated agriculture, broad-based agricultural technology, sustainability of development projects, micro and small programmes and rural credit. He pointed out that the prevailing land tenure system in the country has become a central development issue; the primary cause for concern being that the prevailing current land tenure policy is counter productive as it does not provide the incentive, in terms of ownership security. Land tenure still continues to be a subject of continued public debate.

Frequent land redistribution to accomodate the ever increasing size of rural population has resulted in growing land fragmentation. The extent of land fragmentation in some

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areas of the country is such that farm sizes are too small to justify the use of purchased inputs and to provide space for biological and physical conservation measures.

Land scarcity and lack/declining size of draught oxen are among the most determining and constraining factors, severely limiting the agricultural production development efforts in the crop dependent regions of the country. Draught power, mainly plough oxen are very indispensable that determine the production capacity of most small-scale farmers. As a consequence of the existing inadequate access to plough oxen, most small-holders/farmers have been forced to work for oxen owners through crop-sharing arrangements to over-come their immediate problems (i.e., to meet their family food/income needs). Thus, the lack or growing problem of plough oxen ownership among the resource poor farmers remains to be one of the most significant issues of concern that need to be addressed to enhance sustainable agriculture and that of household food security.

Recurrent drought has now become a common phenomena in the country and poses a major challenge to increasing agricultural production and productivity on a sustainable basis. In response to this challenge, the development of small-scale irrigation schemes and water harvesting techniques has drawn increased attention both from the Government and the international community. Outstanding issues that need further action in this regard include: insufficient technical knowhow; inadequate community participation; and constraints of sustainable use of such provisions by communities.

He concluded by saying that he hoped the participants would give due consideration to these issues in their discussion.

3.4 Food Security

Dr Dagnew took the floor again to give an overview of food security. He began by listing the sources of food for households as being food production, cash income from the market, food reserves, institutional assistance and at times remittance. He followed by

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giving a historical perspective of the bleak picture of food security in Ethiopia over the decades stating that at its best less than three quarters of the food needs had been met.

Next, he looked at the causes of vulnerability and divided them into chronic and transitory food insecurity. He explained that the only strategy the people were using was to change their consumption patterns and to look for alternative sources of income.

He explained that about 100 NGOs were involved in food security projects in Ethiopia. However, unrealistic social and economic development policies, awkward donor funding conditionalities and complex issues all hindered the achievement of food security in Ethiopia. Some of the policy issues and implications he touched upon needing further consideration were the following;

- Some of the public policies need urgent reconsideration or revisiting. These include: ADLI, land tenure policy, the policy of economic liberalisation, and policies and strategies to do with farm input marketing and subsidies.
- Food security issue should not be seen as transitory problem given the prevalent trends and shocks that the country is facing.
- The special needs of women/female headed households (like access to land, technology, extension services, basic survival support, etc.) should be clearly identified and addressed in any development policies and interventions.
- Before policy formulation, regional and local differences have to be clearly explored. That means, enough knowledge about the root cause of food insecurity/vulnerability in the respective areas and what is more likely to succeed/not succeed among the program components should be explored.
- The economy should be stimulated to create large-scale employment opportunities, which will offer jobs to the urban poor. The poverty situation of the urban areas is increasing continuously in the absence of proper urban development policy; and no urban management strategy. So, proper policy/strategy should be outlined so that NGOs operation in urban areas could focus on social safety nets.

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- Policies should consider or address the interest/problem of pastoralists. Major Government policies and strategies (for instance, ADLI, FSS/P, PRSP) have less place for pastoralist issues; and also most intervention in pastoral areas are too traditional and do not address the real food insecurity problems. In times and areas of human and livestock population pressure any intervention project have to change in terms of the ways of using resources. Also appropriate discussion forums on the pastoral issues should be encouraged to continue developing.
- Government should consider controlling/regulating the escalating price of fertilisers, and the poorest farmers have to be entitled for grant assistance or subsidy support.
- Improving the approach of agricultural inputs provision. The involvement of private sector in inputs supply will undoubtedly improve the timely delivery of inputs to the farmers/producers.
- Resettlement on a voluntary basis within localities/regions should be taken into consideration despite land and other resource related limitations in some regions. Given the existing ethnic federalism, inter-regional resettlement program may result in some hostilities unless positive policy changes are made which may be more effective (to be recommended).
- The development of service co-operatives is essential to mitigate mainly market-related problems not only in times of bumper production of cereals, but also in times of input-output price soaring/escalation in regions and urban centres. Although, currently, efforts are being made to rehabilitate co-operatives in terms of improving service provision, they are not as such effective yet.
- To properly implement the population policy, the Government should develop clear rules and regulation for family planning.
- Emphasise on non-farm/off-farm income sources is very important given the land fragmentation and degradation of farmlands in many parts of the country. That is, the Government should promote off-farm and non-farm employment opportunities as land is becoming highly fragmented.
- Strengthening small-scale irrigation, as it will increase the level of productivity for farm households. In addition, it would help households to produce different kinds of crops (multiple cropping) without much dependence on seasonal rainfall.

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- There should be more effective HIV/AIDS awareness creation and control measure. HIV/AIDS is an actual and potential threat for the productive human resource of the country.
- The Government should strengthen industrial employment opportunities, which would create alternative livelihood security for especially unskilled urban labourers and landless migrants from the rural areas.
- The Federal Government should develop the technical and financial capacity of those regions presently not covered under the FSP. This is particularly important for pastoral areas and other marginal regions which have been neglected by the past development initiatives.
- The Government should strengthen the Food Security Steering Committees at various levels as food security issues are both sectoral and cross-sectoral in nature.
- Conflict resolution and bringing peace and stability in some regions like the Somali Region. Conflict resolution methods are not yet improved; however, traditional means of conflict resolution is preferred.
- Forum has to be created for partnership building between different stakeholders and to avoid duplication of tasks.
- Both GO and NGOs should give attention to capacity building – emphasise on skill upgrading and training, which might lead to small enterprise development in urban areas.
- There should be stability on Government structures including managing the current high turn over of Government staff through introducing necessary reform measures.
- Government, NGOs and donors should support proper and free delivery of primary health care and primary education.
- NGOs also need to work in policy advocacy and lobbying in addition to the field development interventions. Currently, there is no conducive policy that enables NGOs to collaborate to share experience, pull resources and work jointly on common concerns. Integrated and committed coordinated action should be taken by NGOs to influence policy.
- International NGOs and the Government should support the local NGOs and see them as their partners.

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- NGOs should resolve the dilemma between integrated/holistic approach vis-à-vis sectoral approach to ensure food security especially at household level.
- Most NGOs face a problem of handing over of their projects for the concerned offices when projects phase out. To minimise such problems, NGOs should plan a clear exit strategy and devise ways for ensuring project sustainability.
- There should also be efforts for proper policy awareness creation in general, and policy familiarisation and clarification of policies on EGS in particular to all stakeholders implementing it. Although it is the first employment creation resort in the country, the associated issues like targeting and dependency syndrome that may be resulting if unwisely implemented should be further and critically examined.
- Donors should revisit their fund releasing procedures as it has/is not favourable to operate long-term developmental activities, including food security programs for GO and NGO partners.
- Government should involve NGOs in the policy formulation and implementation processes. Government should also consider NGOs as equal partners in the development; and especial support/encouragement needs to be given to local NGOs.
- The Government should design certain standards to ensure the work quality of NGOs food security program components; and NGOs to abide their codes of conduct.
- Attention should be given to skill upgrading of local communities for running the completed schemes by NGOs and GO, like water points, roads, small-scale irrigation schemes and conservation structures.
- Public policies and local regulations relevant for urban food security, health and nutrition should be designed. This is expected to contribute to a more effective poverty reduction strategy.
- National programmes and community level projects should respond well to the needs and priorities as defined at grass roots level. They should also incorporate medium and long-term solutions in attempting to reduce food insecurity, the high incidence of disease and the high prevalence of malnutrition.
- Awareness needs to be raised in Governmental and non-governmental institutions at all levels about the need for joint decision-making and action–taking with grass-roots

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organizations within solid partnerships and with common goals on the issues affecting the life of local communities.

- The Government should clearly address the urban and pastoral food security concerns in the PRSP and the Government's Second Five Year Plan.
- Some donors should revisit the negative/positive impacts of food aid on sustainable food security enhancement and overall development sustainability in intervention areas.

3.5. Lobbying and Advocacy

My van Oord, from BBO, took the floor to give the participants an introduction to forming a lobbying and advocacy strategy. He defied lobbying as systematic informal efforts to influence decision-makers.

He elaborated that good lobbying involved, firstly, the identification of issues by listing the themes and subjects, and identifying the involved actors and their possible interests. The second phase was the prioritising the issues on the grounds of importance, success chances, risks and interests of the organisation. Finally, one should draw out clear objective with a clear view of what is to be won and devise a good strategy and the necessary tools.

Mr van Oord warned that timing was of utmost importance and the effective lobbyist knew when to speak out as well as when to remain silent. He explained that one could create the moment to act, waiting for the moment, or use circumstantial elements.

A number of possible lobbying issues that emerged from the study at the international level to be undertaken by international NGOs or NGO networks included the following.

World Bank

- Increased attention for food security in the Ethiopian PRSP.
- Increased attention for sustainable agriculture in the Ethiopian PRSP.
- Increase of civil society involvement in the PRSP process.

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WTO

In the follow-up of the 4th Ministerial Conference which took place in Qatar in November 2001, the following issues might be advocated for:

- Increased possibilities for developing countries to foster domestic food security (issues being negotiated in the committee on agriculture); for example through the adoption of the proposal for a Development Box.
- The position of developing countries in WTO, with reference to the Special and Differential Treatment, and searching for solutions of problems faced by developing countries of implementing the Uruguay Round Agreements.
- Negotiate favourable conditions for the accession of Ethiopia to WTO, taking into account the impact of accession for small scale agriculture and food security.
- Transparency of decision-making within WTO/information disclosure.

FAO

- Ethiopia's problems in achieving the reduction of hunger and under-nourishment and what is required for effectively combating hunger (this could be lobbied at the World Food Summit +5 which will take place in Rome from 10 till 13 June 2002, and at the next meeting of the Committee on Food Security).
- The theme of Sustainable Agriculture and Rural Development (SARD concept) has been extensively discussed at the last meeting of the Committee on Agriculture in March 2001 and will probably be discussed again at the next meeting.
- Property rights and access to plant genetic resources being negotiated in the framework of the International Undertaking on Plant Genetic Resources.

CSD/UNCED

- The themes of sustainable agriculture and agricultural bio-diversity, are themes that will be discussed at the World Summit on Sustainable Development (Johannesburg, September 2002).

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EU

- Re-negotiation of the CAP (enlargement of the union) and implications for developing countries.
- In the framework of the new ACP Agreement (Cotonou Agreement), civil society participation could be advocated for, as well as the preferential trade treatment of ACP countries.
- Policy coherence of the EU development policy with trade and agricultural policy.
- Consultation process in the European Food Security Network /Resal.

UNDP

- Follow-up to the Global Programme on Food Security and Agriculture.
- Participation of Ethiopia in Capacity 21.

DFID

- Coherence of UK Government agricultural policy with development policy
- **CIDA**
- Consistency of food aid with poverty reduction strategy.
- Sustainable agriculture as part of its Sustainable Development Strategy 2001-2003.
- Participation of civil society in policy-making.

Dutch Embassy

- Food security programme 2001
- Mainstreaming gender
- Interaction and dialogue of civil society with International and Regional Financial Institutions

USAID

- Africa Food Security Initiative
- Food for Peace Programme
- Trade-related capacity-building in LDCs
- Role of civil society in policy-making

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African Development Bank

- The possible role of the ADB in supporting member countries' national food security strategies.
- The tension between the shift to commercially-oriented agriculture as promoted by the Bank, and the need for sustainable agriculture.
- Trade in agricultural products in the context of ADB's Economic Co-operation and Regional Integration Policy.

Questions and Answers

Several questions were raised about the presentation of the study. The first participant congratulated the consultants on their study, then expressed his concerned that the two major issues of human resource development and urbanisation had been omitted. He explained that urbanisation meant the provision of urban facilities into rural areas to stop the rural population from migrating into urban areas in search of these facilities. The second participant asked for further clarifications on what a lobbying and advocacy actually was, and what the discussion groups were supposed to do. Moreover, he felt that an issue that had not received sufficient coverage in the study was the National Agricultural Extension Programme. The third participant commented on the fundamental issue that agricultural development was not an issue that could receive a quick fix. He explained that India had achieved success only with a 61-year programme. Moreover, policy reforms had to take place in key issues such as supporting the private sector, aiming beyond the small farmer and developing institutional capacity and infrastructure. The fourth participant expressed her view that although Ethiopia had good policies on paper, the basic shortcoming was their transformation into practice. Moreover, she stated that the study could be further enriched by highlighting the areas in which government policies were missing. A fifth participant commented that another shortcoming of the report was that it neglected food utilisation and management at the household level and tended only to focus on macro issues.

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The sixth and last comment was that Government did seem to be aware of the gap in institutional support and had recently set up the Ministry of Rural Development. However, major issues like regionalisation along ethnic boundaries could cause unforeseen obstacles to some activities like resettlement.

The consultants thanked the participants for their insightful comments. They apologised that due to time constraints they had not been able to go into the details of the study, which in fact covered some of the issues raised. For instance, the study had dealt with both human resource development and urbanisation. Moreover, it did deal with the Extension Programme and had tried to highlight issues such as ethnic boundaries that might interfere with resettlement and other activities.

They admitted that the study could benefit from a more detailed study at the household level and acknowledged that food security is indeed a long-term endeavour. Finally, they explained that the lobbying and advocacy strategy was a guideline for CRDA and its members to work towards influencing the government and donors to create favourable conditions for food security, sustainable agriculture and trade. In light of this, the study had conducted the initial phase of identifying the related issues. The group discussion would be the beginning of the second phase of actually prioritising these issues and would also hopefully indicate some points as to what could be won and the available tools to do so.

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4. Group Work and Presentations

4.1 Group Work

The major themes for the group work were Poverty Issues, Food Security, Environmental Issues, Land Issues, Structural Agrarian Transformation and International Issues. Each working group had a short list of possible themes under their broad area and they were also provided with guidelines for discussion (See Appendix 5 for Instructions). After having deliberated on their respective themes, they had to report back in a plenary session.



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4.2 Group Presentations

A representative from each group gave feedback about the individual group discussions that had been held in the afternoon in a plenary session.

4.2.1 Poverty Issues

The representative of the group working on poverty issues explained that the main themes of the group were Education, Income Diversification in Rural Areas, Health/HIV and Women/Gender. He explained that the group had prioritised these issues in the order of Women/Gender, Income Diversification in Rural Areas, Education and Health/HIV. He said that the group felt that there are high possibilities to succeed in lobbying on gender issues as several things such as government policies and structure were already in place with policies like ADLI, PRSP and the assigning of gender focal persons. He elaborated that the chances for CRDA were good as they could get support from various organisations, while the risks were those of resistance, tokenism and lip service. He stated that almost all organisations are interested in gender matters and the NGOs already knew the gender focal persons so decision-makers could be influenced. The action the group suggested was research, awareness creation, public campaigning and lobbying and increased use of the media. He concluded by saying that a support network could be set up to support CRDA.

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4.2.2 Food Security

The representative of this group said that they had merely made a list of eleven thematic issues of concern. Then he proceeded to give a quick explanation of each issue. These were;

- The Land Tenure System
- Exploiting existing potential such as small scale irrigation
- Reorienting agricultural research and the extension system, as they were academic and simply gave blanket recommendations
- Natural resource conservation and management
- Linking high and low potential areas with marketing and infrastructure
- Promoting income/employment generation schemes
- Strengthening micro finance/credit institutions



- Systematising food aid interventions
- Gender
- Community empowerment
- Price regulation and reorienting subsidies

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4.2.3 Environmental Issues

The representative from this group stated that his group had been given the three themes of soil and water conservation, integrated pest management and organic farming. They had devoted most of their time to the first theme.

Regarding soil and water conservation, they felt that much could be done to build confidence on interventions related to land use. They felt CRDA could lobby for this by presenting studies on different land certification systems, arranging international study tours for government officials and creating forums for discussion such as the present workshop. Moreover, institutional arrangements on soil and water conservation could be

improved. CRDA could contribute to this by studying the institutional gaps and promoting best practices. Lastly, resource allocations could be increased for environmental protection activities. CRDA could play a role by increasing the awareness of all actors about relevant donor policy environment and studying the barriers to the utilisation of the available resources.

Regarding integrated pest management and organic farming, the introduction of a policy that encourages organic farming and integrated pest management was necessary. The group suggested that CRDA could contribute to this by studying best practices and indigenous knowledge, then promoting them.

4.2.4 Land Issues and Structural Agrarian Transformation

This group representative explained that the group had treated both topics together owing to a lack of sufficient members in the group on Structural Agrarian Transformation. He elaborated that the group had chosen the three issues of land tenure, infrastructure and agriculture policy as the top three from a long list including; land use and management, land distribution, economic policies, trade policies, financial policies, and fiscal policies.



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He explained that for the three issues of land tenure, infrastructure and agriculture policy, key decision-makers identified included; the ruling party, lawmakers, executive bodies, international specialised agencies and the communities.

Actions to be taken could be conducting studies and workshops, identifying major stakeholders, building consensus amongst CRDA and stakeholders, and assigning a focal person to lobby at CRDA. Opportune moments should be waited for to take up lobbying, such as election time, the preparation and drafting of policies, the reviewing and evaluation of programmes. Moreover, lobbying could take place while attending national and international conferences.

To finish, he argued that CRDA could establish a special interest group and member organisations could contribute by sharing information, experiences and ideas. Obviously such a group would have to have sufficient expertise in the field before lobbying.

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4.2.5. International Issues

The representative from this group explained that the group had raised several issues during an open discussion. The three top priorities selected were Flexibility in Aid Delivery, Enhancing Civil Society Participation and Supporting National Food Security Programmes. He explained that food aid and financial aid had to be given selectively and civil society participation had to be serious rather than cosmetic and other NGOs could lobby with CRDA. The other issues raised by the group were that favourable trade conditions had to be negotiated with WTO and Intra-Africa tare had to be supported.

Discussion: A few comments were made after the group presentations. One participant gave the information that the extension package was not in fact a blanket solution. I actual had several packages with various options for use. The alternative options also

affected agro-pastoralists and it had been varied to suite various climates like arid zones. Another participant commented that the discussions were a learning experience for all involved. One participant queried the prioritising of gender over health and education as a means for alleviating poverty. He stated that he would rather select agriculture and asked for further clarifications.

A group member stated that the group had only focussed on the handouts provided. The chairperson intervened with the reminder that the panel discussion would also include comments on the presentation and rounded off the session

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5. Panel Discussion

Four experts were on the discussion panel and wound up the day by discussing their reflections on the workshop as a whole.

5.1 Dr Seme Debela, from FARM-Africa, started this session by presenting his reflections on the study. He pointed out that in a country like Ethiopia, where so many basics were missing that everything was in essence a priority. In light of this, he could accept all the priorities forwarded in the group presentations. Nevertheless, there could be priorities amongst the priorities and he really doubted if organic farming was a burning issue in the Ethiopian context. Moreover, he stated that owing to a lack of knowledge of what was going on in other areas, one of the groups had declared that most research was solely academic. He refuted this by explaining that only 2% of the research budget was devoted to pure academic research. He admitted that the research might have several shortcomings, but its being academic was not one of them.



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Dr Seme argued that though NGOs had contributed significantly to emergency situations, human resource development and infrastructure development, there impact on food security was not commensurate with input over 30 years. He concluded by highlighting three major areas that had not been adequately addressed in the workshop.

- The first was the imbalance in focus between emergency aid versus long term development aid.
- The second was the lack of real partnership among donors, NGOs and Government
- The third was the lack of sustainability of NGO projects because of insufficient consideration to exit strategies.

5.2 Mr Peter Kerby, from the Department for International Development (DFID), was the second speaker on the panel. He began with the general problems that most of the group presentations were important and interesting. Nevertheless, they were too general and lacked the specificity and focus from which clear objectives could be derived. He explained that they need another step or two of refining regarding exact information as to who should be lobbied, when and how. In addition, he elaborated that unless objectives were objectively verifiable, they would be hard to monitor.

Mr Kerby went on to give specific examples of what he meant. He stated that many of the groups had mentioned "land", "land rights" and "land tenure" but it was not clear whether there was a consensus if they were using the terms to refer to the same concepts. Besides, no mention had been made if they envisaged tackling these issues piecemeal of with a visionary long-term approach. He also explained that they had not given sufficient evidence or facts for their recommendations and these were indispensable as any modifications could have long term implications and risks if taken on board.

Regarding suggestions of negotiating favourable agreements of trade with WTO, he noted that this was a complex issue and could require international experts. In addition, the national environment also had to be more conducive for private sector development. He also drew a parallel about negotiating credibility stating that NGOs often advocated for gender sensitivity, while their own organisations did not reflect this.

Mr Kerby rounded off by pointing out weaknesses in the suggestions of the group. For instance, he queried the feasibility of the suggestion that food aid be replaced by cash aid for countries like the US, which have domestic policy that stipulate aid be donated in the

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form of food. Furthermore, he argued that suggestions that ordinary people be involved in policies were acceptable, but others that donors donate directly through NGOs could be interpreted as self-serving and therefor lack credibility.

5.3 Ato Dejene Habesha, from the Ethiopian Ministry of Agriculture (MoA) began by pointing out a fundamental misconception in the consultants' study. He stated that continual reference had been made to ADLI's neglect of commercial farming. He explained that this was a misconception of ADLI as it basically acknowledged the private sector as the engines for agricultural transformation, but prioritised small holding farmers as the starting point. However, this certainly did not exclude output marketing and other aspects, which in fact could contribute to improving the life of the small-scale farmer.

Ato Dejene followed up on a point raised by Mr Kerby saying that the suggestion only raised criticisms but did not propose any alternatives or options. Moreover, he pointed out that some aspects like capacity building, food and nutrition and networking appeared to have been neglected. He explained that the prioritising appeared to have been done randomly without an assessment of the actual reality. He illustrated his point by explaining that peace and stability were the priority for Sierra Leone.

He suggested that the title of the study by reduced to "Food Security", as this was an all-encompassing term including sustainable agriculture and trade. In addition, he pointed out that there appeared to be an information gap between the study and the newly made government adjustments as both the Ministry of Agriculture and the Ministry of Rural Development had departments focussing on food security.

Ato Dejene concluded by thanking CRDA for inviting him as a government representative and stressed the need for closer government-NGO co-ordination. He explained that Government and NGO should see their roles as complementary rather than competitive and work to improve the national food security scene together.

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5.4 Ato Sintayehu G/Mariam, from FAO, was the last speaker on the panel. He commented that the suggestions made by the groups had not appeared to consider feasibility. For instance, radical land ownership would not get acceptance from the government, while small-scale irrigation could not be a panacea, especially when Ethiopia lacked necessary trained human resources in the area. He repeated that organic farming was not top on the Ethiopian agenda with 4% of the land having become uncultivable and a further 18% expected to follow by 2010.

Ato Sintayehu reiterated that research had to be closely linked with agriculture and especially the extension packages. He stressed that development is a continuous process and has to be monitored and evaluated repeatedly. Finally, he admitted that the whole concept of lobbying and advocacy was fairly new, so the consultants might not have got what they were looking for.

Comments: Dr Awole, the cairperson, opened the floor for comments and four brief comments were made. The first was an appeal for research to be more closely integrated with agriculture and bring about tangible changes, which it had not been able to do over the last thirty years. The second was that the term "partnership" was often used to refer to NGOs relationships with donors and governments but not with the local communities. This was highlighted as a shortcoming that has to be rectified as in the final analysis the community is the most important subject and should not be treated as an object. Therefore, the culture and perception of the community had been neglected in the study. The third was that though agricultural research was admittedly not academic it tended to be top-down, reflecting the needs of the researcher rather than the community. Finally, a participant said she felt the fact that NGOs were not leading by example and the gender issues were not described in detail did not detract from the importance of gender issues.

The members of the panel accepted the points made and the discussion came to an end. According to the presentation of Mr van Oord, the following steps for CRDA and its members should be the prioritising the issues on grounds of importance, success chances, risks and interests, then follow this up by a drawing out clear objectives and devising a

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workable strategy. However, as the work for the day had come to an end, Dr Awole thanked everyone and also brought the workshop to a close.

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CHRISTIAN RELIEF AND DEVELOPMENT ASSOCIATION

Workshop Programme on

Food Security, sustainable Agriculture and Trade: Issues of Concern for Lobbying and advocacy

January 9,2002

Global Hotel, Debre Zeit Road, Tegene Building

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CHRISTIAN RELIEF AND DEVELOPMENT ASSOCIATION

WORKSHOP
ON
"FOOD SECURITY, SUSTAINABLE AGRICULTURE AND TRADE: ISSUES OF CONCERN FOR LOBBYING AND ADVOCACY"
JANUARY 9, 2002
GLOBAL HOTEL, DEBRE ZEIT ROAD, TEGENE BUILDING
PROGRAMME

JANUARY 9, 2002

08:30 - 09:00	Registration
09:00 - 09:15	Welcoming Address - *Ato Fekade Tsegaye* *Deputy Executive Director - CRDA*

Chairperson – Dr. Awole Mela

09:15 - 10:30	Presentation of the Study + *Introduction of the Study* (IDCoF) + *Policies their Impacts and Trade Issues* (IDCoF) + *Food security and related issues* (IDCoF) + *Sustainable agriculture* (IDCoF) + *Introduction to Lobbying and Advocacy Strategy* (BBO)
10:30 - 11:00	Discussion
11:00 - 11:15	***Coffee Break***
11:15 – 11:30	*Introduction to Group Work*
11:30 – 12:45	*Group Discussion*
12:45 – 13:45	***Lunch Break***
13:45 – 15:00	*Cont'd Group Discussion*
15:00 - 15:30	***Coffee Break***
15:30 – 16:30	Presentations of Group Discussions
16:30 – 17:00	Panel Discussion (Feedback) - Dr. Seme Debela – FARM-Africa - Mr. Peter Kerby – DFID - Ato Dejene Abesha – MoA - Ato Sentayehu G/Mariam - FAO

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Appendix 3. Welcoming Address

Distinguished Guests!
Dear Seminar Participants!
Ladies and Gentlemen!

On behalf of the Christian Relief and Development Association (CRDA) and that of myself, I would like to welcome you all to this one day workshop on "Food Security, Sustainable Agricultural and trade in Ethiopia", organized in collaboration with the International Consulting Firm (IDCoF) and the BBO, from the Netherlands.

As you all know, agricultural production practices in Ethiopia are predominately traditional and the production of food crops has not kept pace with the rapid population growth. Such, low agricultural productivity, as many people agree, among others, is the reflection of inappropriate land holding use policy, inadequate institutional support, increased fragmentation of household land holdings; soil degradation and depletion of natural resources and over-use of resources by communities for survival.

As a result of these prevailing situations the annual increase in the production of cereals, stands at 1.2% against a corresponding population growth rate of 3%. About 50% of the population does not consume the minimum calorie requirement, and more than 3 in 5 children under the age of 5 suffer from chronic malnutrition.

Moreover, the more recently available information indicates that the country's food insecure population has reached 52%. Hence, this condition forced Ethiopia to be major recipient of food aid from the international community. This happens not only in famine years, but also during the normal production years. This year the total number of requiring assistance was identified to be 5.2 million with a total need of almost 500,000 metric ton of food grain. This compares to 6.2 million people needing assistance in 2001 and 10.2 million in 2000. The reason why I brought this reality to your attention, dear participants, is just to highlight the significance importance of food security in Ethiopia.

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However, there are still evidences that suggest in Ethiopia, the agricultural sector provide the most promising potential for the attainment of sustainable food security and overall economic growth. The country is endowed with untapped land and water resources; and is characterized by a wide range of agro-ecological features that are suitable for crop and animal production, as long as we follow the proper production system; appropriate polices and strategies and promote domestic and international trade to attain a better food security situation and sustainable agriculture development.

Cognizant to this fact, as you all know very well a study has been conducted on Food Security, Sustainable Agriculture and Trade in Ethiopia and the draft report is finalized and now it is under discussion. The study was commissioned by CRDA and conducted by a consulting firms called International Development Consulting Firm (IDCoF) and an International Consultant (BBO).

The main objective of the study is therefore, to provide CRDA members with the necessary tools and information and ultimately to design advocacy and lobbying strategies in order to address outstanding issues and concerns on food security, sustainable agriculture and trade in Ethiopia.

Accordingly, the purpose of this regional workshop is to enrich the findings of the National workshop held on January 9, 2002 in Addis Ababa and based on the study on "Food Security, Sustainable Agriculture and Trade and ultimately to design lobbying and advocacy strategies.

Although, it is true that the underlying causes of food insecurity in Ethiopia is structural in nature. It is also believed that constraints of appropriate policies, programs, strategies and the limitations of the existing ones, have contributed to the current situation of food insecurity and slow progress in promoting sustainable agriculture and trade.

With this in view, the study has reviewed:

1. National, regional and donor policies and strategies.

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2. The impact of past and current government and donor policies, programs and strategies on NGO food security and sustainable agriculture and development programs.

3. The knowledge and understanding of CRDA member NGOs on Food Security, Sustainable agricultural and trade policies and strategies.

4. The availability and ways of utilizing untapped potential resources, and the possible linkages between such potentials and food security programs in Ethiopia.

5. Global trade issues affect the links between food security, sustainable agriculture and trade and to examine and understand very well to what extent global trade issues affect Ethiopia.

Hence, based on the findings of this study, a strategy is to be designed for advocacy and lobbying to show the general direction in which all development partners should move to bring about meaningful impact on the livelihood of the vulnerable Ethiopian people. It is also CRDA's understanding that this study will help to narrow the gap between what is known and what is unknown regarding food security, sustainable agriculture and trade situation in Ethiopia.

Dear participants!

We have with us today the national consultants who carried out the study for CRDA and they will introduce the details of the study and its recommendations, including workshop modalities. In doing this, they will share with us their broad knowledge and experience in their respective fields. I therefore, believe that this workshop will critically review the study on food security, sustainable agriculture and trade and provide relevant feedback to develop it further. To achieve this, I would like to suggest that this workshop concentrates its efforts on those major identified issues of the study that are leading to properly design the lobbying and advocacy strategy.

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I would like to re-conform to you that it is CRDA's responsibility to serve as a forum for coordination, collaboration, and sharing of information and resources between its member NGOs and government agencies and organizations. This includes facilitating this kind of study to help members to participate in the mitigation efforts of the country's food insecurity and the impact of poverty, as this is considered to be a modest move by CRDA to materialize part of its overall vision.

Ladies and Gentlemen!

I would like to seize this opportunity to thank ICCO for its continuous financial support that enabled us to organize and conduct this important study.

I would also like to express my sincere appreciation to the CRDA Agricultural Working Group, Food Security Steering Committee and the CRDA staff for their unreserved effort to bring the study into reality.

I hope that this workshop will be useful and will achieve its intended objectives. I wish you a fruitful and successful deliberation. I declared the workshop is officially opened.

Thank you.

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ACKNOWLEDGEMENTS

Bringing this study to its final conclusion would have been impossible without the support received from organizations and individuals, too numerous to mention by name.

Special acknowledgement is due to the CRDA senior management, Steering Committee members, the contact person (Ato Mitiku Abebe) and other concerned staff members at different levels for giving the International Development Consulting Firm (IDCoF) the opportunity to engage in this important task/assignment and for their support provided in the process of the study.

We are grateful to all the representatives from Federal and regional government organizations, donor agencies and NGOs who participated in the interview-based discussions and for sharing their experiences on various aspects of the study (including for their participation at the national workshop).

We are greatly indebted to the consultants who worked diligently, often under difficult circumstances to meet the tight deadlines.

Last but not least, the secretary and other staff members of IDCoF deserve special thanks for their genuine participation at all stages of the study process without which this study wouldn't have been successful.

Needless to say, IDCoF bears full responsibility for any errors in statement of facts, interpretations and omissions in this report.

Dagnew Eshete, GM, IDCoF
January 18, 2002

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Appendix 4. Executive Summary

EXECUTIVE SUMMARY

1. Background, Objectives and Methodology of the Study

1.1 Ethiopia is predominantly an agrarian country; with crop and livestock production being the major source of livelihood of the population, foreign exchange earnings and GDP. The agricultural sector, therefore, forms the basis for the overall socio-economic development of the country. However, large subsistence farming, backward agricultural practices, and abysmally low productivity characterize the sector. As a result, the performance of the country's economy still lags far behind the subsistence needs of its population. Not surprisingly, therefore, issues and concerns about food security, sustainable agriculture, and trade are given high priority in the development agenda of the Government, NGOs and the international community. The role of the NGO sector in development has been growing over the last thirty years; and currently, NGOs are becoming important Government partners in the on-going economic and social development efforts in the country.

1.2 Despite past and present efforts and the potential for development, the poor performance of the Ethiopian economy has become a cause for serious concern among the public, donor agencies and NGOs operating in the country. The present CRDA-sponsored study was undertaken to assess the causes and consequences of the disappointing gap between intended and actual achievements of development efforts in the country. More specifically, the objective of the study is to assess and document past and present development policies and practices in the areas of food security, sustainable agriculture and trade; and thereby provide a basis for designing advocacy and lobbying strategy to enhance the future development of these sectors.

1.3 For the purpose of the present study, a dynamic relationship is assumed between the more circumscribed status of food security, sustainable agriculture and trade, and the more comprehensive macro-level and sectoral policies, programmes and strategies. Taking such a framework of analysis, secondary and primary information was obtained from an extensive review of the literature; and through interview-based discussions with representatives from Federal and regional government organisations; donor agencies including bilateral and multilateral organizations; and international and local NGOs. A multidisciplinary team of consultants undertook the study between September and December 2001.

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2. Developments in Macroeconomic Performance, Policies, Programs and Strategies

Issues and concerns relating to food security, sustainable agriculture and trade in Ethiopia are examined in the broader context of developments in the overall economic environment. Macro-level/national and donor policies and strategies are reviewed and analysed as they contributed to and constrained progress in promoting food security, sustainable agriculture and trade in the country.

2.1 Looking at the performance of the Ethiopian economy in retrospect, the period between 1960 and 1974 is often cited as the golden years of better and stable economic growth in terms of growth in real GDP, gross domestic saving and investment. Stagnation of the country's economic situation during the 17 years of the 'Derg' regime followed the Imperial era of steady economic growth. Declining per capita income, serious internal and external macroeconomic imbalances, and widening budget deficit characterize the period between 1974 and 1991.

Macroeconomic development since 1992/93 generally depicts two important positive out-turns: economic stability and recovery. During the eight years since 1992/93, growth in real GDP rebounded to an average level of about 5.6% per annum. Inflation rate was successfully contained at a low level. Some progress at re-orienting public expenditure from non-productive activities to infrastructure and social sector development was also registered. Some researchers, however, attributed such registered achievements to huge injection of external resources with high opportunity cost, suggesting the possibility of achieving a greater economic performance had better alternative policy measures and strategies were implemented.

Although the performance of the Ethiopian economy since 1992/93 has been generally encouraging, the challenges ahead are numerous. Present day Ethiopia is among the poorest countries in the world. Pervasive poverty and food insecurity are manifested, inter-alia, in the high incidences of chronic malnutrition; inadequate access to clean water and health facilities; and low life expectancy at birth.

Agriculture represents the overwhelming source of the country's GDP, employment and export earnings; with the industrial sector contributing only 12% of the GDP and 15% of the export earnings. As such, the performance of agriculture has its print almost on every aspect of the economic system. However, agricultural production still remains to be predominantly a traditional occupation of millions of smallholder farmers for subsistence, and is dependent on the vagaries of nature, particularly rainfall. Thus, the country's agricultural sector is still far from playing its strategic role in the overall economic development of the country

The structure of the country's exports also reflects heavy reliance on a small number of primary commodities; making the national economy susceptible to weather and price

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related shocks. This has resulted in missed opportunities of broadening the export base through increased production and export of value added goods and services. In this respect, the major challenges lay in enhancing productive capacity through institutional and human resource development; market access for Ethiopian exports; and management capacity of commodity market instability.

The country's physical infrastructure is considered to be far from adequate even by sub-Saharan Africa standards. Vast expanse of the country's potentially productive areas is far distant from all-weather roads; and three-forth of farmers live more than half a day's walk from all-weather roads. Similar constraints with respect to telecommunication and the power sector have put on hold development endeavors.

The Ethiopian economy is also influenced by weak public service capacity in the design and implementation of social and economic policies and strategies; a private sector that is constrained by limited finance, entrepreneurial capability and managerial skills; and inadequacy of markets for factors of production.

2.2 In the context of the general economic environment, overall policies and strategies have been designed in response to, inter alia, opportunities and challenges in the areas of food security, sustainable agriculture and trade. These policies and strategies are based on the underlying principle of the furtherance of a market-based economy and agricultural development-led industrialization. With respect to agricultural development, ADLI primarily focuses on improving the productivity of small farmers and pastoralists. By doing so, the strategy intends to combat the growing food insecurity affecting the majority of the country's population.

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In the area of fiscal policy, tax reforms in favor of the lower income group is likely to have relieved, though only marginally, the tax burden of those who are the most food insecure group, or at greater risk to be one. Similarly, the cancellation of export taxes and reduction in tariffs might have contributed to increased income and employment opportunities of which the poor and food insecure partly benefit. The low sales tax imposed on basic food items and no sales tax on social services is also commendable in light of food security goals. Outstanding issues in this regard include further pushing up the lower taxable income at least to the income level that provides for the minimum food requirement of an average family size of adult members; and making basic food items that are commonly consumed by the poor free of sales tax. The expenditure side of the fiscal policy has provided for a restructuring of public expenditure toward increased emphasis on social and infrastructure development, particularly of roads, thus reinforcing efforts to reduce poverty and food insecurity.

The monetary policy's stance on maintaining low inflation and on ensuring the supply of and access to credit particularly to the poor and food insecure has served as a relatively effective instrument to promote food production and food security. Since the issuance of the micro-finance law in 1996, MFIs have expanded as pro poor financial service institutions and have demonstrated good repayment rates suggesting that the poor are indeed bankable. However, in view of MFIs' current ownership structure and poor

practices of internal control and external audit, the single most worrisome problem appears to be their financial sustainability and its potential implications for the long-term development of the country's agriculture.

With regard to exchange rate, the current policy stance is to avoid excessive and abrupt depreciation or appreciation of the Ethiopian Birr through a weekly wholesale foreign exchange auction system that has been recently replaced by the inter-bank money and foreign exchange markets. The effect of devaluation on food security depends on several considerations and is not readily predictable. If, for example, a farmer produces both tradable and non-tradable products, the net effect depends on the relative production mix of the farmer or the flexibility that the farmer has to shift to the production of more tradable products

Recognizing the potential linkage effects of the agricultural sector on other sectors of the economy, its development figures out prominently as a strategy for the alleviation of food insecurity and poverty. A comprehensive draft agricultural policy has been formulated incorporating a number of inter-related aspects of the sector including land use and management, crop and livestock development, soil and water conservation, marketing, and research and extension. Some of the apparent inadequacies of the draft policy relate to land tenure, identification and prioritization of the development needs of pastoral areas

Education and health policies have been developed and programs are under implementation through increased Government allocation and external assistance. Increased public resources are being directed at counteracting the effects of HIV/AIDS on depletion of assets, straining the capacity of public and private social service organizations, and reducing productivity and income.

Trade is one of the sectors that is closely linked to food security; since it has a major bearing on access to food through its positive effect on economic growth, income and employment. Based on the past experience with regard to the undesirable consequence of misguided policies on import substitution, export taxation, over valuation of exchange rates and reliance state marketing monopolies, Ethiopia has embarked on liberalizing its trade and exchange rate regimes. In order for such trade liberalization to have meaningful impact on alleviation of food insecurity, however, further action is necessary in the areas of, among others, rural infrastructure development; promotion of broad-based growth in production within and outside agriculture; and addressing the needs and priorities of small farmers, especially women.

The absence of appropriate national food security policy and/or strategy has posed a major constraint for effective and coordinated interventions by the Government and donors. The on-going food security interventions in Amhara, Oromia, SNNP, and Tigray regional states are based on the draft food security strategy designed in 1996. In its present form, the draft strategy does not clearly stipulate the institutional arrangements; and makes co-ordination regarding the access, use and control of food security assistance difficult. It is envisaged that the experience gained from the implementation of the draft

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strategy will serve as an important input to the formulation of a more comprehensive national food security.

External development assistance to Ethiopia is substantial and donor policies have a major influence both in contributing to and constraining the design and implementation of food security interventions. The major constraint is that reliability, nature, and extent of international support often depend on changing motives and priorities of individual donors. With respect to food security efforts in Ethiopia, for example, some donors are not responsive to the growing needs for assistance in terms of locally purchased food aid in view of the widely expressed concern that food aid in kind has adverse effects (dis-incentives) on domestic production and prices of agricultural products.

3. Status and Prospects of Food Security, Sustainable Agriculture and Trade

Development trends in the overall economic environment, policies and strategies are reflected in the achievements and constraints in the areas of food security, sustainable agriculture and trade.

3.1 Food Security

Based on the sustainable livelihoods framework of analysis, a picture of the country's food security situation is provided. The assumptions, achievements and future prospects of the Food Security Strategy and Programme are discussed at length; and particular reference is made to the impact of NGO and donor support on the implementation of the same strategy/program.

3.1.1 Food Security Situation in Ethiopia

Food security has been defined as access by all people at all times to enough food for an active healthy life. Its essential dimensions are availability/supply of and access to food both at the national and household levels.

The alleviation of food insecurity in Ethiopia has remained the focal point of both Government and NGOs engagement. However, decades of food aid has not improved the food security status of the country. On the contrary, the size of the food insecure population and dependency on food aid has continued to increase.

It is believed that more than 50 percent of the country's rural and urban population does not have access to the minimum nutritional requirement of 2,100 kcal/person/day. Moreover, there are significant regional differences in the incidence and magnitude of food insecurity; with the calorie intake being below the national average in Tigray, Amhara, Benshangul-gumuz and SNNPR regional states.

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It is also asserted that without proper economic transformation, mainly through increased performance of the agricultural sector, the gap between food needs and availability will continue to widen, requiring additional food aid.

3.1.2 The Food Security Strategy/Program

Institutionalized action to address the food security situation in the country started in the latter part of the 1990s, when the Government, developed the Food Security Strategy and subsequent Food Security Program in 1996 and 1998 respectively. Based on these strategy and program documents, food security related action programs are being undertaken in 156 drought prone woredas of Tigray, Amhara, Oromiya and SNNPR regional states. The strategy was designed with the aim of building the resource base of poor rural households, to expand employment and income opportunities, and to provide targeted transfers to households with special needs.

Several functional units at Federal and regional levels are responsible for the implementation of food security programmes, including food aid supported employment generating schemes. The NGO community is a major partner in the implementation of community-based integrated agricultural and rural development programs that directly or indirectly contribute to food security enhancement.

A formal evaluation has not been taken to assess the achievements made and constraints encountered in the implementation of food security programmes in the four regions. However, it was observed in the course of this study that progress in implementation is far below expectations. The major constraints are: non-materialization of expected donor support and Government funds, loose coordination both at Federal and regional levels, inadequate capacity at operational levels, and low awareness among NGOs about the assumptions and operational modalities of the food security strategy.

Overall, the need has become apparent for a fresh look into the design and practice of food security programs in the country. More particularly, an effective food security strategy should be envisaged as a major aspect of an investment strategy with demonstrable commitment to increase both food supply through improving market efficiency, land and labor productivity, and effective demand for food through promoting non-agricultural employment and income.

3.2 Sustainable Agriculture

Opportunities and constraints of sustainable agricultural development in Ethiopia is examined along eight major components - crop and livestock production; agricultural research and extension; irrigation development; conservation and utilisation of natural resources; agricultural and food marketing; rural credit; and alternative sources of livelihood.

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are particularly conspicuous in pastoral and agro-pastoral areas where public support services are relatively minimal/poor.

3.2.2 Agricultural Research and Extension Services

Agricultural research and extension system in Ethiopia is barely 50 years old. Public research and extension services started as part of higher agricultural education curricula and evolved into national systems in support of agricultural development. Agricultural research has undergone several organisational changes before it assumed its present structure as Ethiopian Agricultural Research Organisation; while public extension service has remained and still is the organisational domain of the Ministry of Agriculture.

Agricultural research programmes undertaken over the last three decades have achieved successful results particularly in the development of improved crop varieties; soil fertility management; crop protection; and animal nutrition. Similarly, agricultural extension service has significantly contributed to promote the use of improved technologies among farming communities. Currently, there is an increasing trend to integrate the functions of agricultural research and extension services in order to effectively address the pressing needs for alleviation of food insecurity and enhancing sustainable agriculture.

There appears, however, the need for broadening the technology base for use by farmers. The current extension package programme does not sufficiently address local-specific needs and priorities. Moreover, coverage of agricultural research and advisory services for pastoralists and agro-pastoralists leaves much to be desired.

3.2.3 Irrigated Agriculture

In view of increasing unreliabilty of the amount and distribution of rainfall in the country, it is imperative that emphasis be put on the promotion of small and large-scale irrigated schemes for productive agriculture. The country has considerable amount of untapped water resources the utilisation of which could contribute to increased agricultural productivity through the intensification of production. Furthermore, rain water and surface runoff could be collected and/or stored and productively used through various water harvesting techniques.

There are a number of institutional and operational challenges to the promotion of irrigated agriculture in the country. Among others, these are: lack of enabling policy and strategy environment, financial and human resource constraints; and limited foreign capital investment on irrigated agriculture.

3.2.4 Sustainable Management of Natural Resources

A proper balance between conservation and utlisation of natural resources is closely linked to the concept and practice of sustainable agricultural development. Cognizant that the continued welfare of the Country's population depends on the sound

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management of its natural resource base, past and current Governments have initiated policies and strategies for the proper exploitation of natural resources, mainly forestry. However, increasing depeletion of natural resources due to social and economic forces, including population pressure and traditional farming practices, still remain to be major threats to sustainable livelihoods.

A promissing avenue counterveil the forces that work against sustainable management of natural resources is the provision of alternative options for people to meet their basic needs, such as alternative sources of fuel energy.

3.2.5 Agricultural Marketing

The importance of agricultural and food marketing lies in its function not only as a mechanism of regulating the supply and demand of agricultural commodities through transmitting price signals, but also as a means of physical transition of such products from production to consumption.

Agricultural marketing in Ethiopia has been a major focus of public intervention, depending on their ideological oreintation, successive governments have introduced a range of marketing reforms that provided for excersising control over the marketing system of agricultural inputs and outputs.

Currently, the agricultural marketing system in Ethiopia is relatively decentralised. However, marketing of available surplus agricultural produce is made difficult by poor infrastructure, such as road transportation. With regard to input marketing, limited access to rural credit on favourable terms to farmers remains a bottleneck for increased agricultural production and productivity

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3.2.6 Micro and Small Enterprise Development

A progressive move toward sustainable agriculture requires, among others, the promotion of economic activities that lie beyond the traditional crop and livestock production activities. Such economic activities, generally known as micro and small scale enterprises, not only supplement farm income of the rural poor, but they also provide the opportunity to ease the population pressure on land for cultivation.

In Ethiopia, micro and small-scale activities contribute a significant proportion to the country's GDP; and the Government has formulated a strategy in support of the promotion and growth of such income generating activities. In practice, however, micro and small scale activities are still confronted with enormous difficulties and their future remains uncertain.

3.3 Trade

Trade is one of the sectors that are closely linked to food security as it has a major bearing on access to food through its positive effect on economic growth, income and employment. Based on the past experience with regard to the undesirable consequence of misguided policies on trade, over the last decade, Ethiopia has embarked on institutionalizing liberalization measures to promote domestic and international trade

However, there are still a number of outstanding challenges that work against trade promotion. Vast expanse of the country's potentially productive areas is far distant from all-weather roads; and three-forth of farmers live more than half a day's walk from all-weather roads. The private sector is constrained by limited finance, entrepreneurial capability and managerial skills; and inadequacy of markets for factors of production. The structure of the country's exports reflects heavy reliance on a small number of primary commodities; making the national economy susceptible to weather and price related shocks.

Further action thus needs to be taken in such areas as rural infrastructure development; promotion of broad-based growth in production within and outside agriculture; broadening the export base through increased production and export of value added goods and services; and enhancing productive capacity through institutional and human resource development, market access for Ethiopian exports; and improving the management capacity of commodity marketing to regulate/manage the market instability problem.

4. Conclusions

Putting the results of the study in a thematic framework, some general conclusions may be drawn.

For a long time since the 1970s, the prevalence of transitory and chronic food insecurity in Ethiopia has been growing; and recently, the country's food insecure population has reached an alarming proportion. Currently, the country is a major recipient of food aid from the international community.

Since the 1990s, there has been increased recognition that the underlying cause of food insecurity in the country is structural in nature; and accordingly, increased attention has been given to the formulation and implementation of policies, programs and strategies for a more reliable and lasting solution to the problem. The ADLI and subsequent policy and strategy reforms in the areas of agricultural development, investment, and banking and finance are some of the major steps in this direction; with donors and NGOs playing a significant role.

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Nevertheless, the slow progress in promoting sustainable agriculture and trade, and ultimately, in reducing the rampant rural and urban food insecurity in the country is still an area of critical concern for the Government and its development partners. The present assessment study on past and current policies, programs and strategies in the fields of food security, sustainable agriculture and trade has shed some light into the causes of pervasive poverty and food insecurity in the country.

The agricultural sector provides the most promising potential for the attainment of sustainable food security and overall economic growth. However, the productivity of the sector lags far behind the population growth rate due to several inter-related factors. At a more general level, the constraints relate to the supply driven nature of ADLI, and its offshoot – the extension package program. Both are supply driven in nature in that their primary focus is on high yielding crop varieties and high potential areas with little regard to the needs and priorities of chronically food insecure areas (including pastoral , agro-pastoral, and the urban poor) and resource poor farmers in different parts of the country. Agricultural productivity is also constrained by several other factors including the ideologically-driven land policy, which has stifled farmers' initiative to adopt productivity enhancing land improvement practices, further inducing increased fragmentation of land holdings, and marketing problems.

Adequate food supply through increased agricultural production is a necessary but not a sufficient condition for the attainment of food security. Equally important is the enhancement of effective demand for and physical access to food through the promotion of domestic trade that provides a source of income for the large contingent of unemployed population. Further to expanding opportunities for alternative sources of employment and income, trade could significantly contribute to food security easing the population pressure on land, and thereby raising the level of farm income.

Ethiopia could gain both in terms of food security attainment and overall economic growth, from increased international trade, mainly through diversification of agricultural production for export market. Export earnings could be used to stimulate increased productivity in agriculture, and to provide for targeted transfers to the needy.

At operational levels, conflicting views and practices among development partners appear to have posed a profound challenge to effective implementation of integrated rural development projects and programs. In particular, the flow of funds from donors to implementing agencies and their conditionalities have also become issues of serious concern.

5. Issues of Concern for Lobbying and Advocacy

Some of the major/important issues and concerns that need to be considered for the design of advocacy and lobbying strategy in the fields of food security, sustainable agriculture and trade are outlined below.

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A strategy is needed that clearly differentiates between chronic and acute food insecurity in the country, and to put in place the corresponding institutional arrangements and for effective management. Chronic food insecurity should be addressed within a broader development framework; while DPPC should be strengthened to carry out emergency functions.

Land issue has become a subject of continued debate. Concern is expressed over the causes and consequences of restrictive 'land tenure policy' and 'land use right' and increased 'land fragmentation'.

Government should also focus on developing agricultural output marketing services, and the private sector needs to be encouraged to participate not only in the delivery of inputs to the producers but also to play part in output marketing. Furthermore, efficient system of integrating markets of food surplus and food deficit areas should be developed.

High turnover of professional workers and their preoccupation with political engagements, institutional instability of Government development partners, and low community participation have put into question the sustainability of externally funded projects and other development programs.

Local conflicts associated with the use of scarce resources mainly grazing land and water have constrained the successful implementation of development projects and programmes. Institutionalization of traditional conflict resolution mechanisms appears a promising way forward to overcome this development challenge

A culture of dialogue among partners should be promoted to achieve consensus on issues related to food security, sustainable agriculture and trade. Government agencies need to consider NGOs as development partners, and NGOs also have to revisit their commitments to long-term development. Donors' expectation of credible impact within a short period of time, and their fund disbursement procedure have proved counterproductive in the implementation of planned activities.

Concern is widely expressed about the inadequacy of institutional support that is given to the growth and development of the informal economic sector. Restrictive legal practices preclude access to land and credit facilities for resource poor people to engage in micro and small-scale income generating activities.

Food security and export promotion may be in conflict. The contradiction between production promotion for consumption and for export market merits rethinking, and the balance between encouraging food crops versus cash crops production needs to be worked out.

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Appendix 5.1
Group work Instructions

INSTRUCTION FOR THE DISCUSSION IN THE WORKING GROUPS

The main purpose of the work of the group is to reach an agreement on priorities for the CRDA lobby on Food Security, Sustainable Agriculture and Trade. Secondly the group can advice CRDA on issues and strategies for an effective lobby.

In order to have an orderly discussion we recommend the following steps for the discussion:

1. Presentation of participants
2. Election of chairperson and reporter of the results to the plenary
3. First round of prioritizing, each participant gives his or her own priority for a lobby on the issues discussed in this working group and his or her arguments based on the four elements for prioritizing:
   - interests involved, e.g. for the members of CRDA, special groups like women, poor, peasants, pastoralists etc.
   - possibilities to win
   - chances and risks for CRDA
   - interests for his or her organization

   Write the suggestions on a piece of paper and hang it on the wall.
4. Chairperson includes whether there are already points of consensus and clear points of conflict
5. The group now makes a list of shared priorities and is asked to define the first three priorities for the CRDA lobby in 2002-2004. The rest of the agreed points can just be listed without order. The conflictive points can be put on a separate list.

   Write the lists on a piece of paper and hang it on the wall.
6. The group starts to work out the first three priorities in a brainstorm discussion:
   - decision makers involved in the issue, who are they, do we know them?
   - possible actions or steps to be taken
   - moments on the political agenda that serve as an opportunity
   - support from CRDA members and others
7. Review of the decision to prioritisse this three items. Is the group - after the brainstorm - still of the opinion that these priorities are the best for CRDA's Food Security Lobby?
8. Final remarks if necessary for the plenary report

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Appendix 5.2
Group work Instructions

INSTRUCTION FOR THE CRDA PARTICIPANTS IN THE WORKING

The main purpose of the work of the group is to reach an agreement on priorities for the CRDA lobby on food security, sustainable agriculture and trade. Secondly the group can advice CRDA on issues and strategies for an effective lobby.

In order to have as much results as possible from the working groups the presence and role of the CRDA staff in the working group is crucial.

What we expect you to do:

1. Start the process with the election of the chair and reporter.
2. Make sure that the discussion in the working group is focused on finding the priorities for the CRDA lobby.
3. If the group according to you needs help from the local consultant or the lobbyist, make sure the group gets it!
4. Assist in writing the priorities on paper
5. Take personal notes about the discussion:
   - is there a large understanding of the issues?
   - are there any dominant persons/organizations in the group?
   - can they be helpful in the implementation, or a hindrance?
   - any recommendations that did not 'survive' the discussion, but were nevertheless interesting?
6. Use this information in a lunch break report on Wednesday; Govert van Oord will meet you at 13.00h. to get your report and to give additional instructions.
7. Use the personal notes in the discussion on Thursday where we try to compile the CRDA lobby plan.

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