



Regional  
Pastoral  
Livelihoods  
Advocacy  
Project

# REGLAP Policy Baseline

FINAL REPORT

By Independent Consultant  
Marilise Turnbull

## TABLE OF CONTENTS

	<b>PAGE</b>
1. INTRODUCTION .....	1
2. METHODOLOGY .....	4
3. NATIONAL LEVEL BASELINE.....	8
3.1 Kenya: Analysis of Vision 2030.....	8
3.1.1 Summary Table.....	8
3.1.2 Analysis against benchmarks established for the project .....	9
3.2 Kenya: Analysis of National Disaster Management Policy.....	14
3.2.1 Summary Table.....	14
3.2.2 Analysis against benchmarks established for the project .....	15
3.3 Ethiopia: Analysis of the Plan for Accelerated Sustainable Development to End Poverty (PASDEP), 2005-2010.....	22
3.3.1 Summary Table.....	22
3.3.2 Analysis against benchmarks established for the project .....	24
3.4 Ethiopia: Analysis of the draft National Policy & Strategy for Disaster Risk Management .....	29
3.4.1 Summary Table.....	29
3.4.2 Analysis against benchmarks established for the project.....	30
3.5 Uganda: Analysis of the draft National Development Plan 2010/11– 2014/15 .....	35
3.5.1 Summary Table.....	35
3.5.2 Analysis against benchmarks established for the project .....	36
3.6 Uganda: Analysis of Draft National Disaster Preparedness and Management Policy .....	42
3.6.1 Summary Table.....	42

## TABLE OF CONTENTS

(continuation)

	<b>PAGE</b>
3.6.2 Analysis against benchmarks established for the project .....	43
4. REGIONAL LEVEL BASELINE .....	47
4.1 Inter-governmental Authority for Development (IGAD): Analysis of Institutional Framework for Disaster Management .....	47
4.1.1 Summary Table .....	47
4.1.2 Analysis against benchmarks established for the project .....	48
4.2 Inventory of Additional Regional Policies for REGLAP Baseline .....	43
5. DONOR BASELINE .....	46
5.1 Analysis of Department for International Development (DFID) funding policies and practices relevant to Drought Risk Reduction in Pastoral communities of Horn and Eastern Africa .....	46
5.1.1 Summary Table .....	46
5.1.2 Analysis against benchmarks established for the project .....	47
5.2 Analysis of Canadian International Development Agency (CIDA) funding policies and practices relevant to Drought Risk Reduction in Pastoral communities of Horn and Eastern Africa .....	53
5.2.1 Summary Table .....	53
5.2.2 Analysis against benchmarks established for the project .....	54
5.3 Analysis of European Union (EU) funding policies and practices relevant to Drought Risk Reduction in Pastoral communities of Horn and Eastern Africa .....	57
5.3.1 Summary Table .....	57
5.3.2 Analysis against benchmarks established for the project .....	58
5.4 Analysis of Global Fund for Disaster Reduction and Recovery (GFDRR) funding policies and practices relevant to Drought Risk Reduction in Pastoral communities of Horn and Eastern Africa .....	70
5.4.1 Summary Table .....	70

## TABLE OF CONTENTS

(continuation)

	<b>PAGE</b>
5.4.2 Analysis against benchmarks established for the project .....	71
5.5 Key Information: Donor Policies.....	46
6. SUMMARY OF BASELINE POSITION .....	86
6.1 Introduction.....	86
6.2 Summary of National Policies .....	86
6.3 Summary of National Disaster Risk Reduction/Disaster Management Policies.....	88
6.4 Summary of Regional Policies.....	90
6.5 Summary of Donor Policies.....	90
7. CONCLUSIONS AND RECOMMENDATIONS .....	92
7.1 Conclusions.....	92
7.2 Recommendations.....	93
7.2.2 National development policies.....	93
7.2.3 National DRR policies .....	93
7.2.4 Donor policies .....	94
7.3 Specific Advocacy Recommendations for REGLAP .....	94
7.3.1 National Advocacy Priorities.....	95
7.3.2 Regional Advocacy Priorities .....	97
7.3.3 Donor Advocacy Priorities .....	97

## **1.INTRODUCTION**

### **1.1 The Context**

The Arid and Semi Arid Lands (ASALs) of the Horn and East Africa are hot and dry with low and erratic rainfall. Pastoralism is particularly well adapted to this environment. Pastoralist communities have, for centuries, been the traditional custodians of these dry land environments following a natural cycle of rangeland and water utilization that was supported by the diverse natural resource. Today pastoralism makes a significant contribution to Gross Domestic Product (GDP) in many Horn and East African countries and provides millions of people with a livelihood.<sup>1</sup>

Cycles of accumulation, collapse and rebuilding are defining features of the pastoral way of life. However, recent shocks and stresses in terms of prolonged and frequent droughts, floods, livestock disease and the impact of conflict are seen to be stretching coping capacities to breaking point. Some of the shocks and stresses are in fact the gradually increasing constraints to traditional coping options. Those who are able have responded by diversifying their livelihoods, many of the less fortunate have fallen into destitution and increasing poverty.

The chronic vulnerability of many pastoralists to drought and other shocks is seen by some as an indicator that their livelihoods are unsustainable. However, this ignores a range of external factors that have contributed to undermining resilience. Pastoral groups suffer from political and economic marginalisation and increased vulnerability to drought is a direct consequence of adverse national policies amongst other factors.

Few national governments or external actors recognise the importance of the ASAL and pastoral livelihoods, or support them with appropriate policies and interventions. Governments and agencies have yet to find effective solutions to the complex natural and political vulnerabilities of pastoral communities. Such solutions will not be found in isolated projects and programmes, but in wider environmental and policy spaces.

### **1.2 The Project**

Under the leadership of Oxfam GB, a consortium of INGOs including Save the Children (UK), Veterinaries sans Frontiers-Belgium, Cordaid and CARE, is working in close alliance with NGO Reconcile to create an enabling policy environment for pastoralists in Horn and East Africa to protect and strengthen their livelihoods within the regional context of drought and other shocks.

In July 2009 the Oxfam-led consortium was granted funding by ECHO under the 3rd Regional Drought Decision to implement the second phase of an innovative project entitled 'Reducing the Vulnerability of Pastoral Communities through Policy and Practice change in the Horn and East Africa'. The project activities will be implemented in Kenya, Ethiopia and Uganda.

---

<sup>1</sup> There are an estimated 20 million pastoralists in the East Africa and the Horn DFID (2006): Peace, Trade and Unity; Reporting from the Horn of Africa Regional Pastoralist Gathering , Qarsaa Dembi, 2006.

Through this project, the INGOs, Reconcile, pastoralist representatives and other civil society organizations will advocate to national governments, regional institutions and major donors of development and humanitarian aid to adapt their policies and strategies for development in the region. It will encourage them to adopt a longer-term developmental perspective to supporting pastoralists' livelihoods in Kenya, Ethiopia and Uganda while maintaining preparedness measures and capacity for responding in a timely manner to humanitarian needs.

The project's specific objective, therefore, is to achieve increased utilisation in policy and practice, of the experience, evidence and knowledge generated by organisations working on drought risk reduction and livelihoods development in pastoral areas of the Horn and East Africa.

In order to accomplish this, the project needs to generate the following results:

1. Existing knowledge and good practice in relation to drought risk reduction is harnessed and packaged to influence policy and practice.
2. Drought risk reduction and pastoral livelihoods in the drylands is on the agenda of governments (Kenya, Ethiopia and Uganda) and donors (DFID and at least one other 'non-traditional' donor) and promoted by regional bodies IGAD, COMESA and EAC) as a priority issue.
3. The community of practice has a recognised, functioning institutional structure in the form of the Horn of Africa Pastoral Network
4. Increased civil society capacity of Reconcile and 25 partner CSOs for advocacy work around drought risk reduction and pastoral livelihoods in the region

### **1.3 Terminology**

'Drought risk reduction' is a hazard-specific element of the broader concept of 'disaster risk reduction', which is defined by the United Nations Strategy for Disaster Reduction as follows:

*'The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.'*

For the purpose of this project, the term 'disaster risk reduction' (DRR) is maintained when governmental or donor policies and strategies are intended to cover the full spectrum of disasters.

When measures or actions specified in the policies and strategies relate specifically to drought, or when their implications are analysed for situations of drought in pastoral environments, the term ‘drought risk reduction’ is used. To avoid confusion of the acronyms, the full term is used.

As many institutions have used (sometimes indiscriminately) the term ‘disaster management’, this term has been maintained.

All related terminology is used in accordance with the UNISDR 2009 Terminology.

## 1.4 Consultancy Assignment

A consultant was contracted to support the set-up phase of the project in the following ways:

1. Establish a **baseline position** or ‘snapshot’ of the relevant policy environment at the start of the project, so that its stakeholders will be better able to measure its progress and impact. The baseline should enable stakeholders to answer the following questions:
  - What strategies, principles or guidelines exist in the drought (related) policies to govern efforts towards drought preparedness, response and mitigation?
  - How much investment (resource allocation) is being made towards drought preparedness, response and mitigation within the framework of DRR?
  - What are the available good practices with respect to policy development and implementation that countries, regional bodies and donors can learn from?
  - What are the opportunities and constraints with respect to DRR, and who are the allies that can help, carry forward DRR messages, as well as the probable opponents that are most likely to resist these?
  - What is the position of both traditional and non-traditional donors with regard to their work on drought risk management and development in the ASALs. What is their relevant ongoing and planned work programme, including the investment (budgetary allocation) for DRM/DRR.
2. Update the project’s draft **advocacy strategy** to reflect the opportunities identified in baseline position.

The results of the consultancy assignment are presented in this report.

## **2. METHODOLOGY**

### **2.1 Proposed Methodology**

The following methodology was agreed for the assignment:

1. Revision of project documents (and those of REGLAP Phase I)
2. Inventory of relevant national, regional and donor policies
3. Analysis of national, regional and donor policies to draft baseline position
4. Design of questionnaires/interview talking points for each institution/donor
5. Interviews with key contacts to verify analysis, opportunities and challenges (events, processes and people)
6. Completion of national, regional and donor baseline
7. Updating/inputs for Advocacy Strategy

### **2.2 Adaptation and Clarification**

At various stages during the assignment it was necessary to make decisions to clarify the focus of some tasks, as explained below:

In order to facilitate comparison, three sets of benchmarks were created against which the national-level, DRR-specific and donor policies should be analysed. These were designed to enable project staff to establish clear objectives for advocacy efforts and direct them at the appropriate targets.

The benchmarks were formulated to align with the agreed indicators for the Hyogo Framework for Action Priorities 1 (institutional frameworks), 4 (reduce underlying risks) and 5 (preparedness and response). For specific DRR policies, they also aimed to incorporate the four elements of a Drought Risk Management Framework as identified by UNISDR.

For the analysis of national level policies, the following benchmarks were agreed:

- Representatives of pastoralists were involved in designing the national development strategy/plan
- The national development strategy/plan includes appropriate DRR programmes/actions to support pastoralists' livelihoods
- Roles and responsibilities for implementation are identified in the strategy/plan (or in documents produced subsequently)
- A dedicated budget exists to implement these aspects of the strategy/plan
- Contingency funds exist within the plan/strategy to protect lives and livelihoods during crises
- Mechanisms to access contingency funds are clear, and tried-and-tested



For the analysis of national and regional DRR policies, the following benchmarks were agreed:

- A specific policy exists to reduce disaster risk
- The DRR policy considers drought risk in pastoralist areas
- The policy considers all four key elements of a Drought Risk Management Framework, as identified by UNISDR (Policy and governance, risk identification and early warning, mitigation and preparedness and awareness and education)
- The DRR policy is clearly articulated with the development policy
- A strategy exists to implement the policy, identifying specific programmes and actions
- A dedicated budget exists to implement the policy
- Roles and responsibilities for DRR are clearly defined

For donor policies, the following benchmarks were established:

- The donor's overall strategy recognizes the relationship between disaster risk, poverty and sustainable development
- DRR is explicitly integrated into the donor's policy framework/suite (DRR, environmental, food security, humanitarian policies etc)
- The donor has a dedicated budget for DRR
- In 2009/10 funding opportunities do/will exist for reducing drought risk for pastoralists in East Africa
- Over the past three years funding decisions relevant to pastoralists in East Africa have specifically sought to reduce drought risk

Secondly, it was agreed between the consultant and the project manager that, given the difficulty of access to documentation and key people in governmental institutions (as noted below), gaps in information or the lack of access to specific documents would be noted as such to facilitate follow-up during the project.

### **Constraints**

Although some high-profile policies (such as the Kenya Vision 2030) were easy to obtain, others were difficult or impossible to access because they only existed in draft form, such as the all of the DRR/DRM policies, or because they required a longer, official process to gain permission to receive them. In particular, budgets were not accessible for this study.

Contact with regional institutions such as COMESA, EAC and IGAD was repeatedly made during the project timeframe, but responses have not been received to date. For this reason, IGAD is only regional institution to be included in the baseline position at this stage, as its policy is publicly available on the IGAD website.

Although the original methodology of the assignment included conducting interviews with key government officials and donor representatives, this proved unrealistic within the project's timeframe and because the timing of the baseline study coincided with hectic end-of-year

schedules of potential interviewees. To compensate for this, some questions were posed and answered by email, and in other cases responses were sought from other informed sources such as specialist Oxfam staff and professional contacts of the consultant.

### **Structure of Outputs**

The **baseline position** is comprised of ten individual baseline reports for the following institutions or policies:

In Section 3:

- Kenya Vision 2030 (2007)
- Kenya National Disaster Management Policy (draft version, August 2009)
- Ethiopia Plan for Accelerated Sustainable Development and Economic Policy (2005/06 – (2009/10)
- Ethiopia Policy & Strategy for Disaster Risk Management (draft version, March 2009)
- Uganda National Development Plan (draft version, September 2009)
- Uganda National Disaster Preparedness and Management Policy (draft version, 2008)

In Section 4:

- Inter-governmental Authority for Development (IGAD)

In Section 5:

- Department for International Development (UK)
- Canadian International Development Agency (CIDA)
- European Union (EU)
- World Bank Global Fund for Disaster Reduction and Recovery (GFDRR)

Each baseline report is comprised of two parts: Section 1 constitutes an ‘at-a-glance’ table of highlights of good practice and poor practice/gaps in the policies reviewed; Section 2 is presented as a commentary in relation to each benchmark, which includes qualitative and quantitative data<sup>2</sup>.

---

<sup>2</sup> In some cases the quantitative data was not made available to the consultant, or does not yet exist.

In view of the fact that project activities will be taking place on multiple levels (national, regional and international), the baseline reports are presented accordingly. As advocacy opportunities throughout the project will be of a diverse nature (meetings with national government officers, international conferences, public consultations, roundtable discussions etc), the individual baseline reports are maintained as such, to enable project staff to select the appropriate information for each occasion or process.

At the regional level, a matrix containing information about relevant institutions, policies, processes and contact persons is included. Due to the lack of response from the majority of these institutions during the project timeframe, it is not possible to include a detailed baseline position at this stage.

A second matrix containing key information about relevant donor policies is also included.

Section 6 provides a summary of the overall baseline position in relation to recognized ‘good practice’ in drought risk reduction

Section 7 presents the recommended opportunities, messages and target audiences for the REGLAP Advocacy Strategy.

### 3. NATIONAL LEVEL BASELINE

#### 3.1 Kenya: Analysis of Vision 2030

##### 3.1.1 Summary Table

- Positive
- Negative
- Key current process

<b>Strengths &amp; Good Practices in relation to Drought Risk Reduction in Pastoral Areas</b>
<ul style="list-style-type: none"> <li>• Economic, social and environmental plans include initiatives to reduce vulnerability to droughts</li> <li>• Agricultural flagship project to create disease-free zones and infrastructure to promote livestock production and trade</li> <li>• Manufacturing flagship projects to diversify livelihood opportunities in pastoral areas</li> <li>• Investment in community-level health care infrastructure and services to reduce vulnerability to drought-related diseases</li> <li>• Education plans include providing residential and mobile schooling for children in pastoral areas</li> <li>• Investment in infrastructure for water provision in ASALs</li> <li>• Investment in preparedness through collection of climate data and forecasting</li> <li>• Climate change adaptation initiatives included</li> <li>• Continued decentralization process to support investment in local priorities</li> </ul>
<b>Gaps, Weaknesses &amp; Constraints in relation to Drought Risk Reduction in Pastoral Areas</b>
<ul style="list-style-type: none"> <li>◦ Pastoralist representatives did not participate in the formulation of the Vision</li> <li>◦ Plans to put more land under cultivation may impede pastoral mobility</li> <li>◦ Tourism projects do not seek to benefit pastoral areas</li> <li>◦ Increased infrastructure for water provision may increase land degradation and conflict</li> <li>◦ Increased infrastructure for water provision may encourage sedentarisation</li> <li>◦ Climate change adaptation initiatives focus exclusively on scientific research</li> <li>◦ Public information and education on disaster/drought risk absent from Vision</li> <li>◦ Responsibilities for implementation are not clearly identified</li> <li>◦ No details of the budget are included in the main 2030 Vision document</li> <li>◦ Contingency plans and funds for drought and other disasters are not mentioned.</li> </ul>
<b>Key Processes and Opportunities</b>
<ul style="list-style-type: none"> <li>➤ The strategy for implementation of Vision 2030 in Northern Kenya and other Arid</li> </ul>

Lands under preparation to accompany and be integrated into a subsequent revision of the Vision 2030 document. This strategy intends to highlight and expand relevant commitments to pastoralists. ➤ Formulation of National Spatial Plan and National Transport Master Plan
<b>Key Institutions</b>
Ministry of State for Special Programmes (MOSSP); Ministry of Northern Kenya and other Arid Lands; Ministry of Agriculture; Ministry of Water and Irrigation
<b>Key Persons</b>
Minister in MSDNKOALS: Hon. Mohammed Elmi Ministry Adviser in MSDNKLOALS: Izzy Birch Minister in MoLD: Mohammed Kuti

### **3.1.2 Analysis against benchmarks established for the project**

#### **3.1.2.1 Representatives of pastoralists were involved in designing the national development strategy/plan**

Open consultative forums were held between October and April 2007 in all eight provinces of Kenya, prior to submitting the first version of the Vision to Cabinet in May 2007. Further public consultative forums were held from July to October 2007, following which the Vision was finalized. However, the document does not contain details of specific consultations or interaction with particular groups of stakeholders, such as pastoralists.

**A complementary document entitled “Vision 2030: Northern Kenya and other Arid Lands” is currently under preparation in consultation with a number of NGOs and INGOs working with pastoral communities and on pastoral issues. This document is highly relevant to drought risk reduction for pastoralists and presents numerous suggested interventions which would develop the commitments to the ASALs set out in the approved Vision.**

#### **3.1.2.2 The national development strategy/plan includes appropriate DRR programmes/actions to support pastoralists’ livelihoods**

The plan rests on three main pillars: economic, social and political, each of which includes medium to long-term processes and so-called ‘flagship projects’. Actions to support pastoralists’ livelihoods (and potentially threaten them) are included principally in the economic and social spheres, as described below:

## **Economic Pillar**

The Vision is based on achieving an economic growth rate of 10% per annum, focusing on the sectors of tourism, agriculture, manufacturing, wholesale and retail trade, business process outsourcing (BPO); and financial services.

Among these sectors, the plans for agriculture and manufacturing include potentially significant actions to support pastoralists' livelihoods, as well as those of other sectors of the population. However, the extent to which either of these plans benefits pastoralists and reduces their vulnerability to drought hinges on the process and outcomes of two inter-related 'flagship' projects, in which the quality of participation of pastoral representatives is therefore critical.

The first of these is the National Spatial Plan, which is expected to address issues of settlement and land tenure and determine relevant investments in infrastructure and transport. The document recognizes that the absence of a national land use policy has led to the proliferation of informal settlements, inadequate infrastructural services, congestion, environmental degradation, unplanned urban centres, pressure on agricultural land, environmental degradation and conflicts over property and grazing rights. Work on the Spatial Plan was due to commence in 2008.

The second of these is a 50-year Integrated National Transport Master Plan, which is expected to include the development of a new transport corridor linking Lamu, North Eastern Kenya, to Southern Sudan and Ethiopia. Development of the Master Plan is expected to take two years, once the Spatial Plan has been defined.

Within the agriculture sector, the livestock sub-sector is regarded as having high potential for commercially-oriented growth, based on the analysis that only 50% of the carrying capacity of the ASALs is currently being used. In order to achieve the full potential of ASAL for livestock, the Vision 2030 outlines plans for:

- Investment in targeted rangeland developments, such as water provision, infrastructure, pasture, fodder and veterinary services
- A flagship project to establish strategically-located Disease-Free Zones, including abattoirs, storage facilities and tanneries, to increase livestock productivity and quality and stimulate growth of the leather sector

Both initiatives could significantly improve production and income-generation opportunities for pastoral livelihoods and thereby reduce vulnerability to drought.

However, according to the Vision, there are also 9.2 million hectares in ASAL which have potential for crop production if irrigated. The Vision also states the intention to put more land under cultivation, especially in Tana (and Athi) river basin. While this may offer diversified livelihood opportunities for semi-sedentarised pastoralists and pastoralist drop-outs, it could also restrict pastoral mobility and thereby increase vulnerability of herders to drought and other shocks.

Within the manufacturing sector, two ‘flagship projects’ in the ASALs have potential benefits for the reduction of vulnerability of pastoral communities through the diversification and growth of livelihood options. These are:

- Development of meat processing factories and tanneries in Wajir and Turkana
- Development of a small-and medium-enterprise (SME) industrial park in Marsabit, to support innovation and development of alternative livelihoods in the northern ASALs

Both projects rely on the continued implementation of the Rural Electrification Programme which came into operation in July 2007 and the development of key arterial infrastructure in the Transport Master Plan.

Within the tourism sector, although plans include the opening of new resorts in under-utilised parks, and development of high-value niche products such as cultural tourism and eco-tourism, there are no specific initiatives or flagship projects for the ASAL areas.

### **Social Pillar**

Within the social pillar, pastoralists and dwellers of ASALS receive significant attention in the sub-sections for water, environment and education, and to a lesser extent in the health sub-section.<sup>3</sup>

Although specific details relating to pastoral areas are not included in the overall plans for investment in **healthcare and services**, one of the ‘flagship projects’ in this sector involves the nationwide revitalization of community health centres and dispensaries, to promote preventive health care and to treat diseases at the community level.

In the education sub-section, the plan focuses on the gender and regional disparities in terms of access, with the ASAL areas being the worst affected on both counts. Relevant initiatives to promote equity in access to education include:

- Increasing the number of boarding schools in pastoral districts by constructing additional ones. The ‘flagship project’ will be at least one boarding school in each constituency.
- Establishing mobile schools in the ASAL to ensure that children from pastoral communities have access to education, even as their families migrate in search of pasture
- Increasing availability of voucher-based financial support programmes for education to most vulnerable groups

---

<sup>3</sup> Mention is made of social protection initiatives which, at the time of the drafting the Vision, were not sufficiently developed or funded. Since then, the DFID-funded Hunger Safety Net Programme has been launched, which provides regular cash transfers to chronically poor and vulnerable sectors of the population in Turkana, Northern Kenya.

The Vision states the overall aim to raise the standards of the country's overall water resource management capability, so that 90% of urban dwellers and 70% of rural dwellers have access to safe and reliable water by 2012. Among these initiatives, those of greatest relevance to pastoral communities are:

- Construction of 22 medium-sized multi-purpose dams with a total capacity of 2 billion m<sup>3</sup> to provide water for domestic, livestock and irrigation use in the ASAL areas.
- Mapping of underground aquifers in Turkana and Marsabit, drilling of more boreholes, strengthening of water resource users' associations and enforcement of water resource regulations.

While such initiatives could contribute to mitigating the impact of drought, they could also encourage sedentarisation, land degradation and the over-exploitation of resources by a minority of users. The participation of pastoral representatives in decisions about the governance, maintenance and location of water-related infrastructure is therefore critical to defining the balance of positive and negative impacts on pastoral livelihoods.

The environment sub-section focuses on a cluster of initiatives to enhance disaster preparedness in disaster-prone areas and improve the capacity for adaptation to global climate change.

Of greatest relevance to pastoralist communities is the proposed rehabilitation of the hydro-meteorological data gathering network, the introduction of modeling capabilities for prediction of weather and climate to establish national trends and impacts of climate change on sensitive sectors.

The plan also states the intention to secure funding from global funding mechanisms to pilot 5 climate-change adaptation programmes, including the establishment of cloud chamber laboratory for rainfall enhancement and the enhancement of flash flood forecasting using doppler weather surveillance technology.

The plan specifically mentions a proposed shift in policy from disaster response to disaster-risk education, but contains no further details on this.

### **Political Pillar**

The political pillar emphasizes increased use of devolved funds to prioritize local needs but does not mention specific projects which would reduce drought risk in pastoralist communities.



**3.1.2.3 Roles and responsibilities for implementation are identified in the strategy/plan (or in documents produced subsequently)**

The plan does not clearly identify responsibilities for the above actions, with the exception of a stated intention to unify efforts of Regional Development Authorities, The Ministry of Water, and the Office of the President) for coordinated development of the ASAL region.

**3.1.2.4 A dedicated budget exists to implement these aspects of the strategy/plan**

No details of the budget are included in the main 2030 Vision document. The first of a series of 5-year rolling plans is under implementation (entitled “The Strategy for National Transformation 2008-2012”) but it has not been possible to obtain a detailed budget for this plan.

**3.1.2.5 Contingency funds exist within the plan/strategy to protect lives and livelihoods during crises**

There is no mention of contingency funds in the main 2030 Vision document.

**3.1.2.6 Mechanisms to access contingency funds are clear, and tried-and-tested**

As above.

## 3.2 Kenya: Analysis of National Disaster Management Policy

### 3.2.1 Summary Table

- Positive
- Negative
- Key current process

<b>DRR Strengths and Good Practices</b>
<ul style="list-style-type: none"> <li>• Draft Policy for Disaster Management (including drought) exists and reflect HFA priorities</li> <li>• Strategy for DRR (including drought) exists and reflects HFA priorities<sup>4</sup></li> <li>• Policy and Strategy take multi-hazard approach</li> <li>• Policy and Strategy include all four elements of Drought Risk Management Framework</li> <li>• National risk-mapping exists</li> <li>• NDEC and NDCC and NPDRR have multi-sectoral, multi-ministerial membership</li> <li>• Clear leadership for DM at Presidential level</li> <li>• Institutional framework includes all key levels of central and decentralized government</li> <li>• Key institutions have clear mandate for DM/DRR</li> </ul>
<b>DRR Gaps, Weaknesses and Constraints</b>
<ul style="list-style-type: none"> <li>◦ Policy is in draft and not yet approved</li> <li>◦ Legal framework does not yet exist</li> <li>◦ Directorates for DM do not yet exist</li> <li>◦ Although the intention is clearly expressed, the DM Policy is not explicitly articulated with relevant parts of national development policy</li> <li>◦ No prioritization of vulnerable groups or areas, e.g. pastoralist, within Policy</li> <li>◦ Commitment to core budget not quantified or allocated</li> <li>◦ Mitigation Fund mechanism and budget not mentioned</li> <li>◦ Contingency plans do not yet exist</li> </ul>
<b>Key Processes and Opportunities</b>
<ul style="list-style-type: none"> <li>➤ Draft of NPDM due to be presented to Cabinet for adoption</li> <li>➤ Expected appointment of directorates as soon as NPDM approved</li> </ul>
<b>Key Institutions</b>
Ministry of State for Special Programmes (MOSSP)

<sup>4</sup> It was not possible to obtain this as an official written request from Oxfam Nairobi was required.

Ministry of State for Provincial Administration and Internal Security (MOSPAIS)
<b>Key Persons</b>
Mr Gordon Otieno Muga, National Disaster Management Policy Focal Point (ghorduuh@yahoo.com) Heads of Directorates (once appointed)

### **3.2.2 Analysis against benchmarks established for the project**

#### ***3.2.2.1 A specific policy exists to reduce disaster risk***

The National Disaster Management Policy (NDMP) was prepared by the Ministry of State for Special Programmes. It builds on previous drafts in existence since 1999 and several consultation processes, and most recently has been revised to incorporate climate change adaptation issues. The current draft, dated September 2009, has not yet been presented to Cabinet for approval. Once approved, an Act of Parliament would need to be drafted and adopted to establish the core components of this policy into Kenyan law.

The NDMP has two important annexes which reflect the two key components of disaster management:

- Annex III – Disaster Risk Reduction Strategy for Kenya 2006-2016
- Annex IV – Kenya National Disaster Response Plan 2009.

Unfortunately, it was not possible to gain access to either for the purpose of this study as an official written communication was required from the Oxfam office in Nairobi.

The policy makes clear reference to the Hyogo Framework for Action and the UN Convention on Combating Desertification. The relationship between the NDMP and other relevant national policies, strategies and plans is depicted as follows:



### **3.2.2.2 The DRR policy considers drought risk in pastoralist areas**

The NDMP takes a multi-hazard approach which includes drought as well as other common hazards in Kenya. A national hazard and risk profile is reportedly contained in Annexes III and IV, but it was not possible to obtain these.

There is only one reference to pastoralist areas in the policy itself, which is related to migration across national borders as a coping mechanism for drought, and the need for conflict prevention strategies.

The expanded model of National Platform for DRR (NPDRR) proposed under this policy reflects a concern for drought risk in pastoral area through the creation of a thematic sub-group for Agriculture, Livestock, Drought, Food Security & Aid. The principal responsibilities of this sub-group are to consolidate food security early warning information, undertake needs assessments, prepare contingency plans and mobilize resources for emergency response. Prior to the current draft of the policy, this working group was known as The Kenya Food Security Meeting.

### **3.2.2.3 The policy considers all four key elements of a Drought Risk Management Framework, as identified by UNISDR (Policy and governance, risk identification and early warning, mitigation and preparedness and awareness and education)**

The policy regards Disaster Management as the overarching concept which includes both Disaster Risk Reduction and Disaster Response. Managing or reducing drought risk falls under the DRR component of the policy.

With regard to the key elements of drought risk reduction, the policy states the following

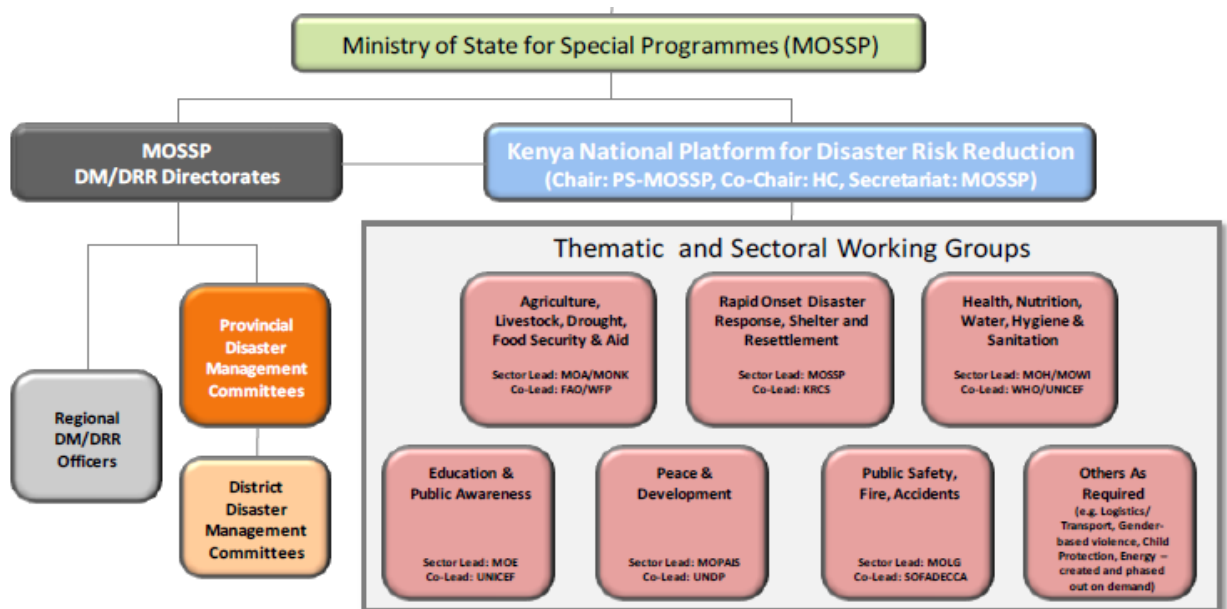
**Policy and Governance**

Overall leadership on Disaster Management is provided at the Presidential level in the National Disaster Executive Committee, comprised of Cabinet-level ministers for Special Programmes, Provincial Administration & Internal Security, Foreign Affairs, Health, Water and Irrigation, Agriculture, Livestock, Defence, Environment, Information, Planning, the Development of Northern Kenya and other Arid Lands, Local Government and Finance.

Thematic leadership at the national level is granted to the Ministry of State for Special Programmes (MOSSP) which, under this policy, will establish six directorates: Risk Reduction and Preparedness; Mitigation, Resettlement and Peace Building; Response, Relief and Recovery; Information Management and Communications; Finance, Human Resources & Administration; and Monitoring & Evaluation.

At the Provincial and District levels, Disaster Committees will be set up with clear responsibilities to ensure articulation with centralized institutions and policies.

The MOSSP will also responsible for the National Platform for DRR which includes governmental and non-governmental actors. The multi-sectoral nature of disaster management is reflected in thematic working groups of the National Platform for Disaster Risk Reduction, as illustrated below:



As shown, the ministries for Agriculture, Northern Kenya, Health, Water & Irrigation, Environment, Education, Local Government and the Ministry of State for Provincial

Administration and Internal Security have particular responsibilities as sector leads of specific working groups.

Civil society organizations, private sector actors and media bodies participate as advisors to the Directorates as and when required, in the National Platform, and as members of Provincial and District Committees for DM.

### **Risk Identification and Early Warning**

A detailed hazard and risk profile for Kenya is contained in Annex III – Disaster Risk Reduction Strategy for Kenya 2006-2016.

As the lead institution for DM/DRR, MOSSP (in particular the Directorates of DRR & Preparedness and Info- Management & Communications, when they exist), is responsible for coordinating and documenting risk assessments and developing risk atlases at all levels

As a preparedness measure, the Directorate of Risk Reduction and Preparedness will prepare and maintain baseline vulnerability analyses to assess the impact of potential hazards on population at risk.

In collaboration with the Kenya Meteorological Department, MOSSP will establish a National Early Warning System linked to provincial, district and community early warning systems managed by Provincial and District Disaster Committees.

To support the decentralized structures, MOSSP will establish a system of regions based on risk, and appoint an officer responsible for the dissemination of early warning information and promoting risk knowledge in each region.

### **Preparedness and Mitigation**

The directorate for Preparedness (and DRR) is responsible for leading preparedness, including contingency planning, with the support of the National Platform. It will aim to ensure preparation of sectoral and integrated contingency plans at all levels and appropriate activation mechanisms.

At the institutional level, it will assist all relevant offices and ministries to establish institutional objectives for preparedness.

It will appoint a regional officer to work alongside provincial and district committees who are responsible for coordinating local preparedness. In turn, these may decide to delegate preparedness planning to one or more NGOs, if they have greater capacity than the government in a particular location.

As with the other elements of DRR, responsibility for mitigation lies both with the central Directorate and the Provincial and District Committees.

The policy states that priority will be placed on mitigation through development projects and programmes, which are described in more detail in the DRR strategy. The first step, however, is evident through the involvement of the key development ministries in thematic groups of the NPDRR.

The policy states that the MOSSP is responsible for managing the Fund for Humanitarian, Mitigation and Resettlement, but no details are provided about mechanism for allocating monies to or from the fund, nor of its value.

### **Awareness and Education**

As with the other elements of DRR, responsibility for awareness-raising lies with both the central Directorate and the Provincial and District Committees. Surprisingly, the central directorate involved is the one for DRR and Preparedness, not the one for Information Management and Communications.

The NPDRR has a thematic working group for Education & Public Awareness, led by the Ministry of Education, and co-led by UNICEF

Campaigns are planned to raise awareness of the policy itself to raise awareness of disaster risks and the impact of climate change.

#### **3.2.2.4 The DRR policy is clearly articulated with the development policy**

The NDMP recognizes that coordination across ministries, CSOs, international organisations and the private sector is critical for its effective implementation. It clearly states that it aims to:

*“promote linkages between disaster risk management and development processes for the reduction of vulnerability to hazards ensure that mitigation activities are mainstreamed into national development planning.”*

It is for this reason that the inter-ministerial and coordinating bodies (NDEC, NDCC, NPDRR, described in the governance section are created.

Surprisingly, however, it does not refer to any of the strategies or flagship projects of the Vision 2030 (nor does this happen vice versa) apart from the ongoing decentralization process.

#### **3.2.2.5 A strategy exists to implement the policy, identifying specific programmes and actions**

Annex II provides details of specific programmes and actions for DRR, but was not accessible for this study.

### **3.2.2.6 A dedicated budget exists to implement the policy**

The policy states that a core budget to set up and run the national DM/DRR directorates will be provided by the Government of Kenya through the MOSSP. This core budget is expected to be significantly augmented through contributions of staff, stocks, programme and relief contributions from partner organisations and external donors.

In addition to the fund for Mitigation and Peace Building, the policy establishes a Disaster Relief Trust Fund for disaster risk management and risk reduction programmes, comprised of contributions from the exchequer, private sector, individuals, CSOs, development partners and stakeholders. However, details of mechanisms to collect and allocate monies of this fund are absent from the document.

### **3.2.2.7 Roles and responsibilities for DRR are clearly defined**

There is a clear hierarchy of responsibility for DRR from the President's office to the local level.

The responsibilities of the **National Disaster Executive Committee and NDCC** are mainly focused on declaring and managing disaster responses. The NDEC also appoints the MOSSP.

The **Kenya National Platform for Disaster Risk Reduction (NPDRR)** is responsible for sharing information, undertaking analysis, conducting preparedness planning and providing technical advice to higher level government decision-makers.

The **Ministry of State for Special Programmes** (through the six directorates) is responsible for: the co-ordination of Disaster Risk Reduction and DM Programmes between government departments, the private sector, and foreign missions, international and voluntary organizations; the development of future policy on areas that may have a bearing on DM and DRR; facilitating the annual budget process for Government of Kenya funding for its disaster management directorates and projects; managing the Humanitarian, Mitigation and Resettlement Fund; and managing food aid and the Strategic Grain Reserve.

Under this policy, it is tasked specifically to:

- Manage the National Disaster Operations Centre
- Develop, update and coordinate implementation of the National Disaster Response Plan. Develop, update and coordinate implementation of the Disaster Risk Reduction Strategy for Kenya.
- Coordinate information relevant to DM.
- Establish a National Early Warning System.
- Plan and coordinate all aspects of DM in the country, including transport and logistics.
- Coordinate education schemes, training and public awareness and provide advice at all levels.
- Coordinate search and rescue operations.
- Coordinate preparation of disaster management plans.



- Draft contingency plans and prepare the disaster management budget.
- Monitor, evaluate and document lessons learnt, and their application towards improving system performance.
- Provide, through coordination with MOSPAIS, the linkage with ministries, provinces, districts, local authorities and community-based disaster management structures.
- Prepare and maintain current a data bank of records and information on potential hazards at all levels. Establish a comprehensive and all-inclusive resources inventory.
- Coordinate preparation and maintain national, provincial, regional, district and local authority disaster risk atlases.
- Prepare guidelines for participation in national, regional and international disaster management exercises.
- Monitor disaster situations with a view to identifying and advising the Government of Kenya and the public on imminent disasters and appropriate risk reduction programmes and strategies.
- Establish disaster management centres at national, provincial, district and local authority levels.

Under this policy the **Disaster Committees** to be established at the provincial and district levels are responsible for:

- Coordinating emergency response in the province under the supervision of MOSSP
- Operating the provincial/district early warning system
- Coordinating compilation of provincial/district disaster contingency plans
- Administering and accounting for disaster funds.
- Appointing lead and partner agencies through memoranda of understanding, to be responsible for coordinating emergency responses in their areas of jurisdiction.
- Conducting inventory on the response capacity of the emergency services and disaster experts including volunteers.
- Working with other committees to support community institution building in DM.
- Organising and participating in DM education and training needs assessment in conjunction with local experts, volunteers and trained personnel.
- Monitoring and evaluating DM activities in the provinces.
- Coordinating training and public awareness activities.
- Coordinating DRR activities and main streaming them in development plans.

### 3.3 Ethiopia: Analysis of the Plan for Accelerated Sustainable Development to End Poverty (PASDEP), 2005-2010

#### 3.3.1 Summary Table

- Positive
- Negative
- Key current process

<b>Strengths &amp; Good Practices in relation to Drought Risk Reduction in Pastoral Areas</b>
---

- |   |
|---|
| <ul style="list-style-type: none"><li>• Includes pastoral-specific analysis and plans, based on recognition of factors which have led to poverty and vulnerability among pastoralists.</li><li>• Preparedness plans include strengthening community level early-warning and supporting early action through destocking and use of range reserves</li><li>• Plans for livestock sub-sector include specific targets for mobile animal health units and training of community-level animal health workers, as well as research and control of drought-induced livestock diseases</li><li>• Plans to support increased commercialization of livestock and livestock products include specific targets for construction of new abattoirs, provision of market information, credit provision, certification for quarantine, training and support for formation of cooperatives</li><li>• Water management plans include dry-season water points, strengthening traditional and community water management schemes, and targets for access to water in rural areas</li><li>• Environmental protection plans include reforestation and rotational range practices</li><li>• Major infrastructure plans rehabilitation and improvement of roads linking pastoral areas.</li><li>• Promotes traditional pastoral institutions as key governance system in pastoral areas</li><li>• Strengthening of decentralised governance model through <i>woredas</i> has potential to facilitate community-level preparedness</li><li>• Commits to implementation of land property rights and development of land-use policy based on traditional systems</li><li>• Education plans adapted to pastoral context, including modified calendar and training of teachers from pastoral backgrounds</li><li>• Health plans adapted to pastoral contexts, including mobile health units and training of community-based health workers</li><li>• Commits to continuation and expansion of the Productive Safety Nets Program in pastoral areas to reduce dependency on emergency relief</li><li>• Specific teams exist within the Ministry for Rural and Agricultural Development (MoRAD) for development of pastoral areas</li><li>• Investments correspond with Priority 4 (reduce underlying risks) of Hyogo Framework for Action</li></ul> |
|---|

<b>Gaps, Weaknesses and Constraints in relation to Drought Risk Reduction in Pastoral Areas</b>
<ul style="list-style-type: none"><li>◦ No reference or links to DRR policy, strategy or budget</li><li>◦ No reference to a contingency fund for disaster response, or mechanisms to access it</li><li>◦ Budget does not disaggregate costs for actions benefiting pastoral areas</li><li>◦ Few actions have specific targets and locations</li><li>◦ Under the principle of land allocation according to comparative economic advantage, commercial agriculture has potential to displace pastoral livelihoods in some areas</li><li>◦ Investments in pastoral areas could be deprioritised in favour of ‘high potential growth areas’ if resources are limited.</li><li>◦ Investments are lacking for Priorities 1 (institutional frameworks), 2 (understanding risk), 3 (risk knowledge) and 5 (preparedness for response) of the Hyogo Framework for Action</li><li>◦ Investments do not correspond with all UNISDR recommended elements for a drought management framework</li></ul>
<b>Key Processes and Opportunities</b>
<ul style="list-style-type: none"><li>➤ A Disaster Risk Reduction/Management policy is currently being drafted (with limited information on it made available to NGOs) with an estimated approval date of June 2010</li><li>➤ A new Ministry for Disaster Risk Management and Food Security Sector (DRMFSS) within the Ministry of Agriculture and Rural Development (MOARD) has been set up, to replace the National Disaster Prevention and Preparedness Agency (DPPA)</li></ul>
<b>Key Institutions</b>
Ministry for Disaster Risk Management and Food Security Sector (DRMFSS) Pastoral Areas Extension Team and Pastoral Development Coordination Team within the Ministry for Rural and Agricultural Development (MoRAD)
<b>Key Persons</b>
Mr. Ato Matthewos, Head of the Early Warning Sector, DRMFSS

### **3.3.2 Analysis against benchmarks established for the project**

#### **3.3.2.1 Representatives of pastoralists were involved in designing the national development strategy/plan**

It is stated that the Plan for Accelerated Sustainable Development to End Poverty (PASDEP) was oriented by research and nationwide consultations carried out between June and August 2005, and in February 2006. There is no specific reference to the involvement of pastoralists in the consultation process.

#### **3.3.2.2 The national development strategy/plan includes appropriate DRR programmes/actions to support pastoralists' livelihoods**

##### **Pastoral-specific policies and programmes**

A specific section of the PASDEP is devoted to pastoralism. It recognizes the historical sidelining of pastoral areas and highlights their importance to the nation in terms of population numbers (citing a population of 12-15 million). It states that the PASDEP will 'deepen and strengthen' initiatives begun under the previous national development plan (Sustainable Development and Poverty Reduction Program - SDPRP) to rectify historical neglect.

The PASDEP cites achievements under SDPRP as:

- Constitutional right not to be displaced from land
- Devolution of power to regions and hence woredas (e.g. Oromia Regional State and SNNPR have established Oromia Pastoral Development Commission and pastoral Development Commission for SNNPR, while other regions have Pastoral Coordination Office under the Bureau of Rural Development).
- Formation of pastoralist institutions: the Pastoral Affairs Standing Committee in the parliament; the Pastoral Area Development Department, and Inter-ministerial Board under Ministry for Federal Affairs

The Plan defines key problems still faced by pastoralists as: drought-induced livelihood/asset loss, inefficiency of livestock marketing, inadequacy of veterinary services, feed shortages for animals, severe water shortages for animals and humans, natural degradation and poor road infrastructure. In response to these, it commits to the following actions to reduce the risk of losses during droughts and other shocks and hazards:

- Developing participatory drought management systems including community based drought early warning systems and mitigation measures
- Encouraging livelihoods/assets diversification (into areas of agro-pastoralism, fishery, herd diversification and mining)
- Encouraging range reserves, timely destocking and restocking

- Investigation into camel disease, and controls for drought-induced livestock diseases
- Facilitating market information, credit provision, certification for quarantine and other commercialization initiatives to encourage local and cross-border trading
- Establishing suitable MFIs
- Strengthening veterinary services and training community based animal health workers (including 100 mobile animal health units)
- Expanding dry-season water points
- Strengthening traditional and community water management schemes
- Environmental protection and controls on industrial polluters
- Protection of good rangelands and upgrading of poor lands
- Reforestation and combating deforestation
- Retrieval and modernization of rotational range use practices
- Joint management of national parks and nature reserves (other stakeholder not specified)
- Rehabilitation and construction of main feeder roads (Gambella-Elaya–Adura)
- Construction market infrastructure, including stock-route, watering points, and medium-range abattoirs

It also includes **institutional strengthening** objectives for pastoral areas, namely:

- Strengthening indigenous systems in managing conflict and peace-building processes
- Capacity building on local governance and leadership
- Recognition of traditional pastoral institutions
- Establishment of Pastoralist Councils with clear mandates at local and regional levels, then at State-level and with traditional Pastoral institutions
- Enhancement of women's stock raising lines (milk, small ruminates, industries) and diversification of income opportunities
- Implementation of law on land property rights and development of land-use policy based on traditional systems
- Expansion of agricultural extension services - TVET and FTC
- Research on agro-pastoral issues
- Consultation of pastoralists on development projects of their concern
- Assistance to benefit from investment, tourism and industries in the pastoral areas

With regard to **pastoral-focused plans for education**, the PASDEP commits to implementing the following:

- Pastoral friendly curriculum and schooling calendar
- School feeding
- Training of teachers from pastoral backgrounds
- Home schooling for girls
- Vocational training for ex-pastoralists

With regard to **pastoral-focused health plans**, the PASDEP commits to implementing the following:

- Mobile primary health education
- Development of ANC
- Community based health training (HEW and Traditional Birth Attendants) for primary and reproductive health issues
- Expansion of Extended program of immunization through mobile clinics

However, the lack of specific targets, quantities and locations for the initiatives listed above will make it difficult to monitor achievements.

### **General Plans which are also relevant to pastoralists**

Within the national plans for **agriculture, tourism and infrastructure to support trade**, there are numerous national targets which are also relevant for pastoral populations or areas. These include:

- Increased annual meat production by 47% to 837,000 metric tons, with a focus on export
- Production of 21-25 million hides and skins per year, with a focus on export
- Clearing of 600,000 hectares for grazing
- Creation of 500 forage banks of 2 hectares each
- Development of 3,600 mobile veterinary service delivery units
- Increased availability of vaccines to c1 billion doses
- Basic animal health service training provided to 50% of adult population
- Establishment of a disease free zone in Amhara, Tigray and Afar
- Research into specific camel diseases
- Creation of 8 new quarantine stations, raising the total number of stations to 11
- Creation of 9 new check posts, raising the total to 12
- Increasing the number of domestic abattoirs from 140 to 321
- Creation of 1 quality control laboratory for animal products
- Issuing of 1st level land registration certificates for 6m rural households, to achieve total rural coverage
- Creation of 18,000 Farmer Training Centres (FTCs)
- Establishment of marketing cooperatives for farmers and pastoralists
- Training and support for ensuring agricultural goods meet international standards

Within the national plans for **education**, a specific commitment is made to expand Alternative Basic Education Centres (ABECs) for pastoral areas. However, the other commitments detailed in the pastoral section of the PASDEP are not mentioned.

Within the national plans for **health**, a commitment is made to constructing, equipping and staffing additional health posts in rural areas. However, the other commitments detailed in the pastoral section of the PASDEP are not mentioned.

Within the overall plans for **water management and general infrastructure**, the following targets are included:

- The percentage of the rural population living less than 1.5km from a water access point will be increased from 44% to 80%
- By 2010 the rural water supply will include 2,135 new deep wells, 14,910 new shallow boreholes and 77,370 new hand-dug wells
- The percentage of uninhabited land further than 5km from a road will be reduced from 72% to 59%
- The percentage of inhabited land further than 2km from a road will be reduced from 88% to 81%
- 50% of the country will have access to electricity via a power grid
- 100% of the population will have access to telecommunications at less than 5 km

With relation to **food security**, the PASDEP focuses almost exclusively on the continuation and expansion of the Productive Safety Nets Program to include 8.29 million people. This program, which operates in Afar, Somali, Oromia and SNNPR, provides regular cash transfers to chronically poor households in exchange for labour on small public works, such as community-level irrigation and water harvesting projects. Direct transfers are also made to vulnerable households without available labour.

The objective of the program is to move away from dependence on emergency relief by strengthening participant households' food and income security to the extent that they are able to 'graduate' from this program to take advantage of the incentives and other programmes for agriculture, small-scale manufacturing enterprises and commercialization of products, etc.

### **Growth Strategies**

Through the PASDEP, the Ethiopian Government lays out its commitment to the following strategies which will guide the implementation of the above initiatives.

- A focus on selected growth centres and growth corridors, of which, to date, none are located in pastoral areas
- A major focus on large-scale development of commercial agriculture (which includes a shift to higher-value export crops) and prioritization of selected high-potential areas
- Land allocation according to comparative economic advantage: the guiding principle and direction of agricultural policies and strategies will be to allocate agricultural land to development activities where the comparative advantage is the highest.

The strategies listed below have the potential to support or detract from investment in pastoral livelihoods, depending on the Government's perception of the economic potential of pastoralist livelihoods and its subsequent implications for the location of growth centres and land allocation.

**3.3.2.3 Roles and responsibilities for implementation are identified in the strategy/plan (or in documents produced subsequently)**

The PASDEP only outlines the following responsibilities:

The Ministry of Finance and Economic Development (MoFED) holds overall responsibility for monitoring implementation of the PASDEP, but no details are provided regarding roles and responsibilities for implementation.

The Pastoral Areas Extension Team and Pastoral Development Coordination Team within the Ministry for Rural and Agricultural Development (MoRAD) are responsible for providing institutional support to the pastoral regions.

**3.3.2.4 A dedicated budget exists to implement these aspects of the strategy/plan**

Although the costs of certain programmes are indicated in the PASDEP, pastoral initiatives are mainstreamed in the budget, which makes it impossible to identify and monitor specific allocations to pro-pastoralists objectives. It is possible that supplementary documents contain more detailed budgets, but these were not available within the timeframe of this study.

The PASDEP is formed on base case scenario of 7% annual real GDP growth, although a higher case of 10% annual real GDP growth is also deemed to be feasible. Implementation of the PASDEP in general is contingent on the country's ability to raise sufficient income from trade, loans, aid and other revenues. In practice, this means that projected growth in revenue from investments in commercial agriculture is necessary to fund the poverty-reduction initiatives.

The Finance section states that projections should be revised annually, and priorities selected accordingly. It also states that 'though utmost priority is given to the poverty-oriented sectors, the available resources may not be sufficient to meet their requirements. This would indicate that sectors have to scale-down part of the expenditures for certain components of their programs.'

**3.3.2.5 Contingency funds exist within the plan/strategy to protect lives and livelihoods during crises**

Contingency funds are not mentioned in the PASDEP.

**3.3.2.6 Mechanisms to access contingency funds are clear, and tried-and-tested**

As above.



### 3.4 Ethiopia: Analysis of the draft National Policy & Strategy for Disaster Risk Management

#### 3.4.1 Summary Table

- Positive
- Negative
- Key current process

<b>DRR Strengths and Good Practices</b>
<ul style="list-style-type: none"> <li>• Draft Policy &amp; Strategy for DRM exist and reflect HFA priorities for action</li> <li>• Legislation and sectoral implementation guidelines will be developed</li> <li>• Policy and Strategy take multi-hazard approach and include activities for all four elements of Drought Risk Management Framework</li> <li>• DRR is regarded as a development issue, to be planned, budgeted and implemented on a multi-year basis by key development ministries</li> <li>• Clear leadership for DRM at Presidential level</li> <li>• DRM responsibilities are integrated at all levels &amp; sectors in decentralized governance structures</li> <li>• Creates strong accountability framework, including monitoring mechanisms, procedures for evaluations, and penal measures for non-compliance</li> <li>• Establishes inter-sectoral (civil society &amp; academia) forum to support implementation</li> <li>• Includes procedures for contingency planning, funding (Disaster Response and Recovery Fund) and stocks, to be tested through simulation exercises</li> <li>• Establishes centrally-coordinated, multi-hazard, multi-source information system</li> <li>• Commits to regional collaboration via IGAD and AU; considers cross-border hazards</li> <li>• Establishes social safety net mechanisms for vulnerable groups</li> <li>• Commits to strengthening Red Cross volunteer network and seeking community participation</li> </ul>
<b>DRR Gaps, Weaknesses and Constraints</b>
<ul style="list-style-type: none"> <li>◦ Policy &amp; Strategy are in draft form and not yet approved</li> <li>◦ Legal framework, contingency plans, contingency funds and implementation guidelines do not yet exist</li> <li>◦ Limited, non-strategic role for non-governmental actors</li> <li>◦ The policy is not explicitly articulated with national development policy on pastoralist issues</li> <li>◦ No additional funding for DRR/DRM is mentioned</li> <li>◦ Strategy does not specify measures to increase public awareness of hazards and DRM beyond mainstreaming DRR into school curriculum and activities</li> </ul>

<b>Key Processes and Opportunities</b>
<ul style="list-style-type: none"><li>➤ Draft policy appears to be in final stages of consultation before approval</li><li>➤ Inter-sectoral forum will be formally established following approval of policy and strategy</li><li>➤ Annual funding cycles of all ministries will provide opportunities for mainstreaming DRR/DRM plans</li></ul>
<b>Key Institutions</b>
Prime Minister's Office National Disaster Prevention and Preparedness Committee (NDPPC). The Federal Disaster Risk Management Council (FDRMC) and FDRMCO, once established

### **3.4.2 Analysis against benchmarks established for the project**

#### ***3.4.2.1 A specific policy exists to reduce disaster risk***

The National Policy & Strategy on Disaster Risk Management (NDDRM) of the Federal Democratic Republic of Ethiopia currently exists in draft form. It has been circulated among NGOs from January 2010 and appears to be at the latter stages of the consultation process and ready for presentation to government for approval.

Once the policy and associated strategy have been approved, guideline tools will be created to facilitate its implementation, and legislation will be created to enforce it.

The policy and strategy reflect the priorities for action of the Hyogo Framework for Action but does not make direct reference to this international agreement.

#### ***3.4.2.2 The DRR policy considers drought risk in pastoralist areas***

In contrast to the previous policy in Ethiopia, which was mainly focused on drought, the NPDRM takes a multi-hazard approach.

The document does not make any reference to pastoralism (nor to any other ethnic or livelihood group), but it does include specific commitments to protect livelihoods systems and tailor actions for different livelihood bases.

**3.4.2.3 The policy considers all four key elements of a Drought Risk Management Framework, as identified by UNISDR (Policy and governance, risk identification and early warning, mitigation and preparedness and awareness and education)**

The policy includes specific arrangements for all elements of a drought risk management framework (without making direct reference to drought), as described below:

Policy and Governance:

See section 2.7 for details of the roles and responsibilities of Ethiopian national, district and local institutions for disaster risk management in general, including for drought. In accordance with the decentralized governance system, emphasis is given to local-level decision-making within a regulated national framework.

Following the approval of the draft policy and strategy, legislation will be enacted to implement and enforce it. This will specify the duties and responsibilities of all DRM actors, including the implications and penal measures for non-compliance.

Federal and regional Disaster Risk Management Units (DRMUs) will be expected to incorporate DRM duties and responsibilities in their formal mandates and proclamations, ensure adequate resources for DRM, and to develop sector specific rules and regulations, detailed standards, implementation procedures and technical guidelines/directives for effective implementation of this Policy.

Federal and Regional Disaster Risk Management Coordination Offices (DRMCOs) will initiate and lead reviews and evaluations of the performance of DRM policy implementation, including annual DRM summits, and provide feedback to the respective DRMCs.

Civil society organisations providing technical, material or financial assistance, will be expected to coordinate closely with relevant sectoral authorities in government, and to submit regular plans and reports of their activities.

Risk Identification and Early Warning:

Under the draft policy, each line department will be responsible for establishing a capacity for hazard and risk monitoring and forecasting as it pertains to its sectoral focus at the federal, regional and woreda levels.

DRMUs are mandated to develop and make accessible integrated databases of hazards and disasters, including vulnerability by area, population, and livelihood system. This data will be published every five years in a risk, hazard and vulnerability map. NGOs and other civil society partners will be encouraged to participate in this area of activity.

Based on this data, DRMUs will be responsible for developing and maintaining early warning systems that monitor hazards with the potential to impact their sectoral areas, guide sectoral risk management responses, and feed into national multi-hazard, multi-sectoral early warning systems. The early warning systems will include trigger indicators linked to agreed preparedness measures and contingency plans for each sector and livelihood system.

#### Preparedness and Mitigation:

All preparedness and mitigation activities will take place within sectoral development programmes, through which areas and populations subject to recurrent crises will be prioritized for multi-year investments to address underlying disaster vulnerabilities.

Measures of particular interest to vulnerable pastoralist populations include social safety-net mechanisms to increase basic resilience to hazards such as drought, and promotion of diversified income options through long-term development initiatives for populations in high-risk areas.

In line with its sectoral development programmes, each DRMU will establish a contingency plan and a contingency reserve of financial resources and/or physical stocks of food and non-food items to be released when triggered by the early warning system (or post-event, in the case of sudden on-set hazards). DRMCOs will also establish centralized Disaster Response and Recovery Funds (DRRFs) to be used if/when the DRMU contingency reserves have been exhausted.

#### Awareness and Education:

Education and public awareness activities will include mainstreaming of DRM into appropriate subjects at primary and secondary schools, organizing extra-curricular DRM activities for students, and providing incentives for higher learning institutions and think tanks to conduct research, develop expertise and produce teaching resources for DRM.

Although the draft policy states that DRMUs will encourage community awareness of disasters, specific public awareness measures other than those planned for the formal education system are not mentioned.

#### **3.4.2.4 The DRR policy is clearly articulated with the development policy**

Although linkages to the PASDEP are not explicit in the draft NDRMP, plans for social safety net measures and income diversification are consistent between the two documents.

The PASDEP contains more details about location-specific plans to reduce vulnerability to drought and other hazards among pastoralist populations than the NPDRM.

#### **3.4.2.5 A strategy exists to implement the policy, identifying specific programmes and actions**

The draft policy and overall strategy are contained in the same document. More specific programmes and actions will be developed by the DRMCOs and DRMUs within their sectoral development plans in accordance with their regional contexts and priorities.

#### **3.4.2.6 A dedicated budget exists to implement the policy**

The policy clearly states that all DRM/DRR activities and programmes will be mainstreamed and budgeted for within sectoral development plans, within the national and regional budgeting processes.

Federal and Regional Disaster Response and Recovery Funds will be established at their respective levels, to be used only for disaster response purposes.

#### **3.4.2.7 Roles and responsibilities for DRR are clearly defined**

DRM responsibilities will be distributed over three core structures at federal regional, zonal, woreda and Kebele/Farmer's Kebele Administration levels.

Overall leadership on Disaster Risk Management will be provided by the Prime Minister, who will chair the Federal Disaster Risk Management Council (FDRMC), comprised of Ministers/representatives of all major ministries.

The role of the federal and regional DRMCs will be to provide general direction for integration of DRR into development strategies, to approve contingency plans and guidelines for using contingency funds, to ensure DRM legislation is in place, and to oversee the policy implementation by the Disaster Risk Management Coordination Offices (DRMCOs).

The DRMCOs will serve as the central agency for ensuring implementation of DRM activities among all line departments, with the Federal DRMCO also responsible for coordinating among

regions. DMCOs will be comprised of an Integrated Information Management and Mapping Unit, a Risk Management Unit, and a Plan, Program and Research Unit.

The key role of the Information Management and Mapping Unit will be to develop and maintain databases of all key hazards and all disaster impacts, conduct multi-sectoral and multi-hazard risk analyses, and disseminate consolidated national early warning information.

The Risk Management Unit will ensure the implementation of multi-hazard and multi-sectoral, disaster risk management, reviews and consolidates sectoral contingency plans, organizes trainings and awareness raising activities for capacity development of relevant stakeholders, and establishes relations with local and international partners in order to mobilize DRM resources and technical cooperation. At the Federal level, the RMU will manage the Federal Disaster Response and Recovery Fund.

The Plan, Program and Research Unit will be responsible for developing standard guidelines for the preparation of DRM plans, providing training in their application, and, with the RMU, co-monitoring their implementation.

The role of civil society organizations will be to participate in technical committees, provide technical, financial and material support for DRM capacity development, respond to humanitarian crises, and assist in sharing best practices in DRM. They will be expected to take direction at all times from the relevant DRMCOs and DRMUs, and to submit quarterly plans and reports (including expenditure) to the relevant authorities in the sector in which they are working. They will be invited to participate in an inter-sectoral Forum for DRM that will have many of the functions of a National Platform for DRR.

Universities, think tanks, and international partners will be encouraged to undertake research on DRM.

### 3.5 Uganda: Analysis of the draft National Development Plan 2010/11–2014/15

#### 3.5.1 Summary Table

- Positive
- Negative
- Key current process

<b>Strengths &amp; Good Practices in relation to Drought Risk Reduction in Pastoral Areas</b>
<ul style="list-style-type: none"> <li>• Primary sector plans for economic growth include initiatives for the livestock sub-sector.</li> <li>• Incentives for manufacturing and trade of leather products could offer pastoralists opportunities to diversify their livelihoods</li> <li>• Secondary sector plans include the creation or rehabilitation of roads which could improve trade prospects for pastoral communities.</li> <li>• Investment in water for productive purposes includes the cattle corridor</li> <li>• Social protection strategies are likely to include vulnerable pastoralists among the poorest quartile of the population</li> <li>• Upgraded equipment for the meteorological services is a fundamental element for accurate climate monitoring and early warning systems.</li> <li>• Environmental management strategies focus on trans-boundary issues.</li> <li>• Disaster management investments correspond with Hyogo Framework for Action (HFA) priorities.</li> <li>• A disaster risk reduction policy has been drafted.</li> <li>• Disaster management plans include the creation of a contingency fund for disaster response.</li> <li>• Decentralised governance model has potential to facilitate community-level preparedness</li> </ul>
<b>Gaps, Weaknesses &amp; Constraints in relation to Drought Risk Reduction in Pastoral Areas</b>
<ul style="list-style-type: none"> <li>◦ Pastoralist representatives did not participate in the formulation of the NDP</li> <li>◦ Target groups and locations for all of the initiatives are not yet specified.</li> <li>◦ Initiatives around land tenure and disease control could be detrimental to mobile pastoral livelihoods if they are not designed and implemented with sufficient pastoralist involvement</li> <li>◦ Inappropriately located infrastructure for water provision could increase the risk of conflict over scarce natural resources</li> <li>◦ Transport plans do not specify the locations of projects, nor their level of prioritization.</li> <li>◦ The rationale for the formulation of a land policy does not acknowledge customary rights of pastoralists</li> <li>◦ Cash transfers as a social protection measure may reduce economic vulnerability but do not address the wider gamut of vulnerabilities of pastoralist communities.</li> </ul>

<ul style="list-style-type: none"> <li>◦ Plans to achieve universal primary education do not contemplate innovative forms of service delivery for mobile pastoralist populations</li> <li>◦ Effective, people-centred early warning systems require investment in training, coordination and communications as well as technology.</li> <li>◦ Disaster management objectives are limited to preparedness and response. The disaster risk reduction policy/strategy is not yet available.</li> <li>◦ Implementation plans lack timescales</li> <li>◦ Targeting of populations/region and priorities have not yet been agreed</li> <li>◦ A dedicated budget for DRR does not yet exist</li> </ul>
<p><b>Key Processes and Opportunities</b></p>
<ul style="list-style-type: none"> <li>➤ The NDP has not yet been finalized, hence opportunities exist to influence the content and the implementation plan</li> <li>➤ The Disaster Management/DRR policy is still in draft form but will be approved during the NDP period</li> <li>➤ The National Contingency Fund for Disasters is in the process of being established</li> </ul>
<p><b>Key Institutions</b></p>
<p>Sectoral working groups for agriculture and trade, transport, water management, social protection and Disaster Management Ministry for Disaster management</p>
<p><b>Key Persons</b></p>
<p>Sectoral working groups for Agriculture and Trade, Transport, Water Management, Social Protection and Disaster Management Ministry for Disaster Management: Mr. T Kabwegyere, Minister in Charge of Relief and Disaster Preparedness; Mr. M Ecweru, Minister of State in Charge of Relief and Disaster Preparedness; Ms Rose Bwenvu, Disaster Preparedness Coordinator, Ministry for Disaster Management</p>

### 3.5.2 Analysis against benchmarks established for the project

#### 3.5.2.1 Representatives of pastoralists were involved in designing the national development strategy/plan

The introductory chapter reports that bottom-up and top-down approaches were used to ensure adequate participation at the national and local government levels and by non government groups. However, it does not provide any further details of particular groups of stakeholders, such as pastoralists.



**3.5.2.2 The national development strategy/plan includes appropriate DRR programmes/actions to support pastoralists' livelihoods**

This national development plan aims at economic growth through the so-called 'primary sectors' which include: agriculture; forestry; manufacturing; mining, ICT, oil and gas; tourism and housing.

Plans to accelerate **agricultural growth** include measures to control animal disease and promote livestock (dairy, beef, goats and poultry) as a selected strategic commodity for internal and external markets. However, the measures proposed are not targeted at the mobile pastoralist population and may have a negative impact on their livelihoods by restricting the mobility of livestock. Parallel plans to enhance agriculture in Northern Uganda may also increase the risk of conflict over access to natural resources.

In the **manufacturing sector**, the plans to support the leather industry (among others) may help pastoralists to diversify their income sources if the appropriate productive infrastructure and measures to support trade are directed at and adapted for pastoral areas. However, at present the document does not specify where investments will be targeted.

The 'complementary sectors' of the NDP - which are the major infrastructural and structural investments necessary to facilitate growth in the primary sectors - include transport, energy and land management.

In relation to **transport**, the plan specifies several targets in terms of the types of roads to be rehabilitated or constructed, but the locations or level of prioritization among these is not specified, therefore preventing analysis of the relevance and benefits to pastoralists.

With regard to **land**, the NDP identifies the lack of a legal framework to determine ownership and usage as a major obstacle to growth in the agricultural sector, and therefore commits to putting one in place. For a land policy to protect the livelihoods of pastoralists, it would need to acknowledge their customary rights to land. In its current draft, the document does not indicate that it would do so.

With regard to **water for production**, the NDP commits to increasing by 14% (from 36% to 50%) the share of livestock provided with water in the 'cattle corridor'. If implemented appropriately, this would contribute to reducing the vulnerability of pastoralists to drought.

In the social sectors of the Plan, although a clear commitment is made to continue implementation of the universal secondary **education** programme during the plan period, there are no specific provisions or adaptations of the delivery model for pastoral areas.

With regard to **social protection**, the plan recognises that disasters (drought, floods, windstorms, epidemics, landslides, collapsing institutional structures and 'human-induced'<sup>5</sup> disasters) play a

---

<sup>5</sup> Explained elsewhere as 'conflict'.

major role in causing and perpetuating poverty, and are likely to become more severe due to global climate change. It cites proposed government interventions in response to the above disasters as: the provision of emergency shelters, the provision and facilitation of relief food and water supply delivery, emergency medical care, and farm inputs. While these humanitarian interventions are necessary once the disaster has occurred, they are not adequate for reducing vulnerability to disasters in the longer-term.

In relation to **social protection**, the plan also states a commitment to developing and implementing social cash transfer programmes, mainly in the form of grants to disabled persons, the elderly and the poorest quartile of the population, based on a system to collect and manage vulnerability data. If these measures are targeted at the pastoralist sectors of the population, they have the potential to help them to strengthen and protect their asset base, reducing their vulnerability to droughts and other hazards. In its current draft, however, the document does not specify targeted regions.

In the so-called ‘enabling sectors’, the Plan includes an objective to prepare national and catchment-based plans for water resources management and development. It states that this would include climate change adaptation strategies and plans, as well as emergency preparedness and response procedures and infrastructure.

The Plan also includes an objective to improve **meteorological services** (which would contribute to better water resources management). However, its focus is on the acquisition of hardware rather than communication of the information generated to sectors of the population who need to know how to adapt their livelihoods to rainfall or dry periods. If implemented appropriately in pastoralist areas, this could prevent the loss of livestock assets and the deterioration of human health during periods of crisis.

The objectives related to sustainable management of the **environment** include strengthening policy, legal and institutional frameworks, improving trans-boundary environmental management, and increasing public awareness on the issue. In their current form, these plans lack specifics in terms of targeted areas, timeframes or political processes.

**Disaster management** is classified in the plan as an ‘enabling sector’, thereby implying that it is a cross-cutting issue for the successful implementation of other sectoral plans. There is a clear recognition that the occurrence of disasters in Uganda has resulted in socio-economic losses in terms of loss of lives, crops, infrastructure and property. The plan highlights the impacts of drought in the Northern region and particularly in the cattle-corridor districts of Gulu, Apac, Lira, Moroto, Kotido, Soroti, Kumi, Mbarara and Ntungamo.

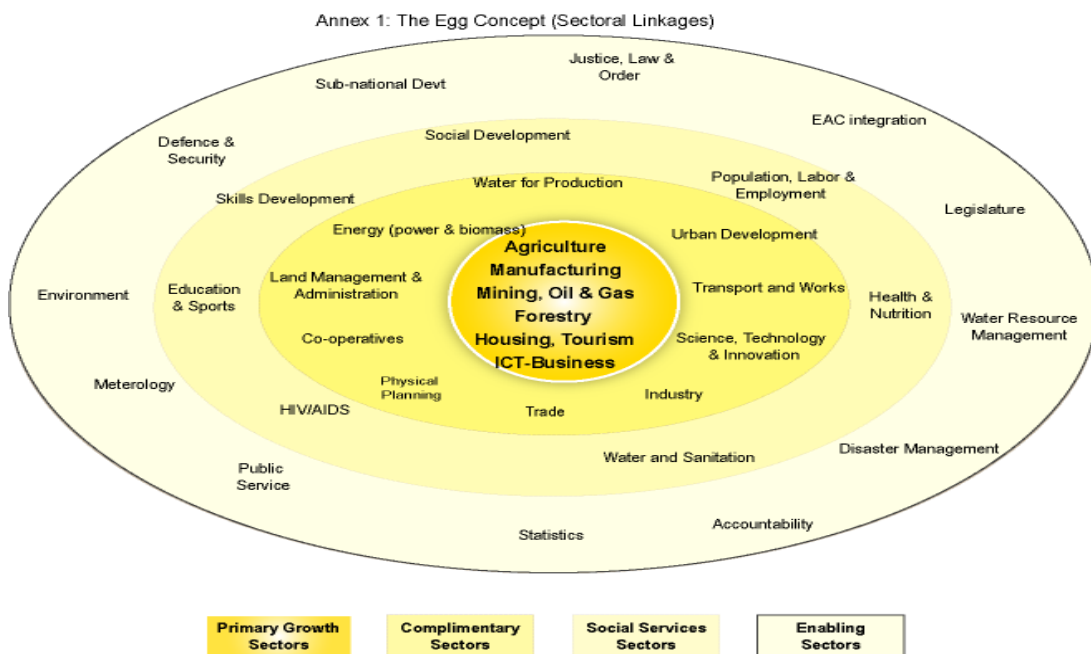
The NDP recalls investments made in disaster management during the implementation of the PEAP. These include the creation of a ministerial position, an intern-ministerial policy committee, and a National Platform for disaster management which draw membership from relevant ministries such as Ministries of Environment, Water & Lands, Health & Education. In order to address persistent gaps in disaster management capacity, the NDP states its commitment to:

- Developing institutional frameworks: policy, legal and regulatory framework for disaster management;
- Understanding risk: establishing early warning systems and community based risk-mapping;
- Strengthening preparedness: community-level preparedness planning and training; the creation of a National Contingency Fund to finance response disasters; establishment of a National Emergency Coordination and Operations Centre to coordinate immediate response from the emergency response institutions.

Although specific reference is not made, these areas correspond to priorities 1, 2 and 5 of the Hyogo Framework for Action. The disaster management objectives do not include particular measures for priorities 3 and 4, although if other areas of the NDP are implemented with a disaster risk reduction perspective for the most vulnerable sectors of the population, they would contribute to meeting Uganda’s commitments to disaster risk reduction under this international framework.

Uganda has followed a decentralized **governance** model during the PEAP and plans to continue to do so. In general, the NDP commits to strengthening the human resource and financial capacity of local governments to deliver services within their mandate.

In recognition of regional disparities in poverty and human development indicators, the plan commits to continued affirmative action in Northern Uganda with regard to the resettlement process but does not provide further details on how this action will be financed or implemented.



**3.5.2.3 Roles and responsibilities for implementation are identified in the strategy/plan (or in documents produced subsequently)**

The draft NDP Implementation Plan identifies the following general roles and responsibilities for delivery of objectives:

- The Cabinet secretariat in the Prime Minister's Office will oversee implementation of the NDP.
- National Planning Authority will be responsible for quality assurance of the plans account to cabinet on progress.
- The 16 Sector working groups<sup>6</sup> will determine sectoral priorities and lead the respective sector planning. They will be expanded to include other stakeholders to ensure that those affected and those who contribute to the delivery of services.
- The Ministries and Development Agencies (MDAs) will ensure that the institutional plans are consistent with the sectoral plans and national development plan.
- The Local Governments (LGs) will be strengthened with additional skilled human resources to ensure that the Local Government Development Plans are in line with the sectoral plans and National Development Plan

Reporting and evaluation schedules are specified in the implementation plan.

Responsibilities for disaster management/disaster risk reduction actions have not been specified yet.

**3.5.2.4 A dedicated budget exists to implement these aspects of the strategy/plan.**

According to an official evaluation of the PEAP, an identified weakness was its lack of organised processes for ensuring objectives were properly financed and implemented and how problems in policy and delivery of services were identified and fixed. In the draft NDP, greater attention is being paid to the implementation section of the document.

The total amount of public financial resources that would be required to implement the NDP would amount to Ug. Shs.61 trillion over the five years (2010/11 -2014/15). This amount includes public recurrent expenditures and public capital expenditures. Of this amount about 44 percent would be sought from external sources (grants and concessional loans). The required private investments would amount to Ug. Shs 46.2 trillion. The part which corresponds to the Ugandan government depends to a large extent to the potential revenues from mineral exploitation.

Public spending is expected to be allocated across sectors using the shares shown below for the duration of the NDP period. These do not show the cost of particular projects, and disaster management does not figure on the list. In its present state, it is not possible to identify the investments targeted for pastoral communities or their relevant local governments.

---

<sup>6</sup> It has not been possible to obtain a complete list of sectoral working groups.

Sector	Current MTEF 2009/10	NDP MTEF Shares
Roads and Works	17.24	18.28
Agriculture	4.41	6.0
Education	15.32	17.13
Health	10.42	11.68
Water and environment	2.44	2.49
Energy and Minerals	9.92	9.84
Interest Payments	5.22	5.75
Security	6.92	6.33
Justice, Law and Order	5.10	4.00
Accountability	6.57	4.58
Tourism, Trade and Industry	0.68	0.98
Lands, Housing and Urban Development	0.29	0.23
Social Development	0.46	0.35
ICT	0.14	0.11
Public Sector Management	10.02	7.94
Public Administration	3.08	2.9
Legislature	1.73	1.39
Unallocated	0.04	0.0
Total	100.00	100.00
<b>Real GDP growth rate</b>	<b>6.0</b>	<b>6.7</b>

The NDP states that, in the event of reallocation of government spending priorities, classification of priority sectors includes infrastructure (roads, energy), agriculture, and social development (education, health and water and sanitation) since they all contribute to development outcomes and have significant impact on both growth and poverty reduction.

**3.5.2.5 Contingency funds exist within the plan/strategy to protect lives and livelihoods during crises**

Within the plans for disaster management, a process is already underway for establishment of the contingency fund. For this to be created, however, a relevant legal framework needs to be created, and a policy adopted for allocation, approval and use of the funds. Further details on the process or indeed the size of the fund are not provided in the NDP.

**3.5.2.6 Mechanisms to access contingency funds are clear, and tried-and-tested**

The fund will be newly-created under the NDP and has not yet been tested.

### 3.6 Uganda: Analysis of Draft National Disaster Preparedness and Management Policy

#### 3.6.1 Summary Table

DRR Strengths and Good Practices
<ul style="list-style-type: none"> <li>• Draft Policy exists for Disaster Preparedness and Management and reflects HFA priorities (with limited consideration for HFA4: Reduce underlying risks)</li> <li>• Policy emphasizes the multi-disciplinary, cross-Ministerial nature of DRR, and the need for DRR measures to be included in the national development plan</li> <li>• Policy includes a financial mechanism with quantitative targets</li> <li>• Clear leadership for DP and DM at the level of the Prime Minister and President</li> <li>• Institutional framework includes all key levels of central and decentralized government</li> <li>• Key institutions have clearly delineated responsibilities for DRR</li> <li>• Strategic objectives to guide implementation are included in the Policy</li> </ul>
DRR Gaps, Weaknesses and Constraints
<ul style="list-style-type: none"> <li>◦ Policy is still in draft form (and has been since 2007)</li> <li>◦ Strategic Plan per se does not yet exist</li> <li>◦ Dedicated budget and financial mechanism are not yet in operation</li> <li>◦ Linkages with draft National Development Plan are unspecific</li> <li>◦ Policy is oriented towards preparedness and response (as title indicates)</li> <li>◦ Minimal reference is made to drought and Drought Risk Reduction</li> <li>◦ Provisions for vulnerable groups, such as Pastoralists, are not mentioned within the Policy</li> <li>◦ Arrangements for a multi-stakeholder National Platform have been removed since the 2007 draft</li> <li>◦ Contingency plans do not yet exist</li> </ul>
Key Processes and Opportunities
<ul style="list-style-type: none"> <li>➤ The NDPMP is still in draft form and it may still be possible to influence the content.</li> <li>➤ Simultaneous drafting of new National Development Plan offers opportunities for linkages</li> </ul>
Key Institutions
Office of the Prime Minister- Department of Disaster Preparedness /Management Inter-Ministerial Policy Committee Ministry of Finance Planning and Economic Development

Key Persons
Prof. Tarsis Bazana Kabwegyere, Minister for Relief, Disaster Preparedness and Refugees and HFA Focal Point Mr. M Ecweru, Minister of State in Charge of Relief and Disaster Preparedness Ms Rose Bwenvu, Disaster Preparedness Coordinator, Ministry for Disaster Management

### **3.6.2 Analysis against benchmarks established for the project**

#### ***3.6.2.1 A specific policy exists to reduce disaster risk***

A draft National Disaster Preparedness and Management Policy (NDPMP) has existed in Uganda since at least 2007. The current draft, dated January 2008, has not yet been presented to Cabinet for approval.

The existing legal framework for the implementation of the policy includes The Constitution of the Republic of Uganda, The Local Governments Act, The National Emergency Response Plan, and the National Standards on Disaster Management and Response.

The draft states that, once the policy is approved, the Minister for Disaster Preparedness and Management will make regulations to implement the provisions of this policy, including the development of by-laws at local government level. .

The objectives of the policy are:

- To establish institutions at national and local government levels to plan, coordinate and monitor disaster related issues
- To equip Disaster Preparedness and Management institutions and ensure that the country is prepared at all times to cope with and manage disasters and their effects on human life and social economic progress.
- To integrate Disaster Preparedness and Management into development planning and programming mechanisms at all levels.
- To promote disaster risk reduction research, technology development, hazard trend analysis, early warning information generation and dissemination.
- To ensure public private partnerships in disaster preparedness and management
- To ensure timely and effective emergency response at national, district and local governments.

### **3.6.2.2 The DRR policy considers drought risk in pastoralist areas**

The NDMP takes a multi-hazard approach which includes natural and other hazards (man-made, technological, industrial). Drought risk is identified in the Karamoja regions, and mention is made of the risk to humans and livestock, but no further analysis or measures to reduce the specific risk are included.

### **3.6.2.3 The policy considers all four key elements of a Drought Risk Management Framework, as identified by UNISDR (Policy and governance, risk identification and early warning, mitigation and preparedness and awareness and education)**

The policy includes statements about the general importance of these four elements for disaster preparedness and management. However, in relation to drought, it only identifies the strengthening of meteorological centres so as to provide accurate and timely weather forecasts, and the integration of environmental conservation in national development planning

### **3.6.2.4 The DRR policy is clearly articulated with the development policy**

The relationship between the NDMP and the PEAP is highlighted in the foreword. However, due to the delays in moving from the draft status to approval, this reference will soon be outdated as the PEAP is due to be replaced by the National Development Plan 2009. For this reason, further amendments to the policy will be required.

### **3.6.2.5 A strategy exists to implement the policy, identifying specific programmes and actions**

The draft policy states that the Office of the Prime Minister is responsible for preparing guidelines for its implementation by all government ministries in collaboration with humanitarian and development partners, the private sector, local governments and the community.

Although a separate strategy document identifying specific programmes does not yet exist, the draft policy outlines the implementation strategies as follows:

- Risk assessment
- Effective use of Media and communication mechanisms for reporting and early warning purposes
- Integration of disaster preparedness and management into school curricula
- International partnership and coordination
- Coordination with the UN, Red Cross and other bodies
- Research, documentation and risk mapping
- Mine risk education



Although previous versions of the draft policy included strategic objectives for institutional strengthening and coordination through the National Platform, these have been removed from the current draft.

The draft NDPMP also identifies the following ‘mechanisms’ or activities which will be included in the strategy:

- Purchase of equipment and machinery for risk monitoring and response
- Provision of early warning information to the community
- Training of teams to be ‘on stand-by’ for disaster preparedness and response
- Safe urban planning
- Mapping disaster prone areas
- Enforcing construction and manufacturing standards
- Resource mobilisation
- Integration of disaster preparedness and management concerns in local development plans and budgets
- M&E of all disaster preparedness and management activities
- Gender integration
- Education and public awareness
- Post disaster review

#### **3.6.2.6 A dedicated budget exists to implement the policy**

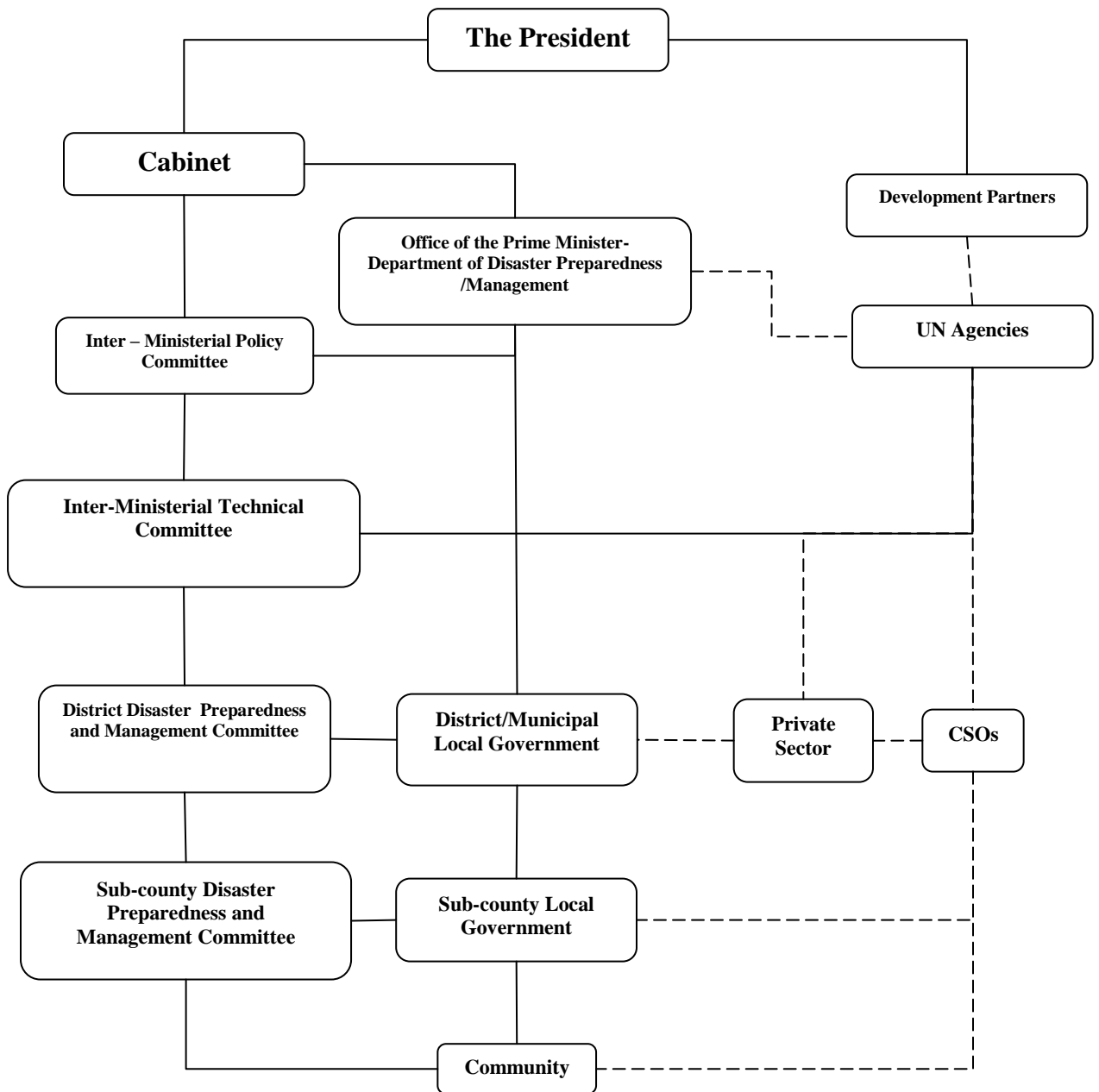
The draft NDPMP states that the Government will ensure (by law) that the Ministry of Finance Planning and Economic Development allocate a minimum of 1.5 % of the consolidated fund<sup>7</sup>, into a national disaster emergency fund, to be used for Disaster Preparedness and Management in the country. The fund would be administered by the Office of the Prime Minister for Disaster Preparedness and Management.

#### **3.6.2.7 Roles and responsibilities for DRR are clearly defined**

The draft policy defines the responsibilities of each relevant area of government shown in the organigram below:

---

<sup>7</sup> This is understood to mean the national budget



It is of note that any reference to a National Platform for DRR, as recommended by the UNISDR, is absent from the 2008 draft, thereby distancing the non-governmental stakeholders from the ministerial level of government. Non-governmental actors, such as CSOs and the private sector, are expected to be involved at the District, Municipal and Local government levels, as indicated in the above organigram.

## 4. REGIONAL LEVEL BASELINE

### 4.1 Inter-governmental Authority for Development (IGAD): Analysis of Institutional Framework for Disaster Management

#### 4.1.1 Summary Table

- Positive
- Negative
- Key current process

<b>Strengths &amp; Good Practices in relation to Drought Risk Reduction in Pastoral Areas</b>
<ul style="list-style-type: none"> <li>• Strategy and programme for DRR exist and reflect HFA priorities</li> <li>• Strategy takes Multi-hazard approach (including drought)</li> <li>• Strategy includes all 4 elements Drought Risk Management Framework</li> <li>• Institutional structure adapted to include policy, technical advisory and implementation functions for Disaster Management</li> <li>• Positive linkages with the 2007 Environment and Natural Resources Strategy</li> <li>• New programme (REFORM) launched to implement DRR objectives</li> <li>• Useful climate information and services provided by ICPAC</li> <li>• Conflict early warning institution, mechanisms and services established in CEWARN</li> </ul>
<b>Gaps, Weaknesses &amp; Constraints in relation to Drought Risk Reduction in Pastoral Areas</b>
<ul style="list-style-type: none"> <li>◦ A specific DRR Policy does not exist</li> <li>◦ There is no prioritization of vulnerable groups or areas, e.g. pastoralist</li> <li>◦ Overall strategy has not been updated to reflect evolved DRR strategy</li> <li>◦ Detailed plans for REFORM do not yet exist (have not been obtained)</li> <li>◦ Budgets for REFORM have do not yet exist (have not been obtained)</li> <li>◦ Funding is only partially available for REFORM Programme</li> <li>◦ Absence of linkages between DRM and Environment policies with pastoral issues</li> <li>◦ Insufficient coordination between separate institutions (CEWARN, ICPAC) as DRR strategy and programme not yet fully operationalised</li> </ul>
<b>Key Processes and Opportunities</b>
<ul style="list-style-type: none"> <li>• REFORM Programme launched</li> <li>• IGAD Strategy formulation from 2009 (current strategy runs 2004-2008)</li> </ul>
<b>Key Institutions</b>
<ul style="list-style-type: none"> <li>• Humanitarian Affairs Section, IGAD Secretariat</li> </ul>

<ul style="list-style-type: none"><li>• Division of Environment and Natural Resources (due to absence of pastoral issues in agenda)</li></ul>
<b>Key Persons</b>
Mr. Keflemariam Sebhatu, Programme Coordinator, Humanitarian Affairs

#### **4.1.2 Analysis against benchmarks established for the project**

##### **4.1.2.1 A specific policy exists to reduce disaster risk**

A specific policy for DRR does not yet exist, despite IGAD's origins<sup>8</sup> and the fact that the IGAD overall strategy states that approximately 80% of the region is arid and semi-arid lowlands and the region is prone to recurrent droughts.

However, a strategy for Disaster Management was produced in 2003/04, focusing on building the capacities of national disaster management institutions to develop plans, policies, legislation, and information management strategies. This has recently been adapted into a broader donor-funded program called Regional Food Security and Risk Management Programme (REFORM), which aims to improve regional and national social protection, disaster risk management and cross-border trade strategies and policies.

##### **4.1.2.2 The DRR policy considers drought risk in pastoralist areas**

There is no policy in place. The Strategy for Disaster Management takes an all-hazard approach and therefore includes drought, but it does not refer to vulnerable groups or areas, such as pastoralists.

##### **4.1.2.3 The policy considers all four key elements of Drought Risk Management, as identified by UNISDR (Policy and governance, risk identification and early warning, mitigation and preparedness and awareness and education)**

There is no policy in place.

The Disaster Management Strategy and REFORM Programme have seven components which are closely aligned with the Hyogo Framework for Action and the four key elements of Drought Risk Management. These components are:

---

<sup>8</sup> IGAD was initially created in 1986 as the Intergovernmental Authority on Drought and Development (IGADD) to coordinate the efforts of the Member States in combating desertification and promoting efforts to mitigate the effects of drought.

- Elaborate policies, legislation and agreements for disaster management
- Develop disaster preparedness strategies and the contingency planning process
- Improve regional collaboration for preparedness and response
- Strengthen early warning and information systems and vulnerability analysis
- Develop education and training for disaster mitigation
- Improve preparedness for impact and needs assessment and resource mobilisation
- Improve preparedness for targeting, implementation and monitoring and evaluation of relief and rehabilitation assistance.

**4.1.2.4 The DRR policy is clearly articulated with the regional sustainable development policy (and other key policies or initiatives)**

Since 1996 IGAD has focused on the key objectives of food security and environmental protection; conflict prevention, management and resolution; and economic cooperation and integration.

**Regional Strategic Plan**

The region's efforts to achieve these objectives are guided by a regional strategic plan (2003) rather than a policy, which recognizes that disasters are the result of drought, failed agriculture and environmental degradation, and subsequently highlights the importance of disaster mitigation programmes in the agriculture and environment sector. Further details are not provided, however.

**Environment Strategy**

The mainstreaming of disaster risk reduction into other key sectors is also evident in IGAD Environment and Natural Resources Strategy 2007, which is explicitly linked to the Disaster Risk Management Strategy and includes several actions related to the use of environmental and natural resources information for disaster risk reduction purposes. Within disaster risk, drought is recognized as the principal hazard in the region, and its linkages with poverty and insecurity are made explicit.

However, this Environment and Natural Resources Strategy gives very little prominence to pastoral issues; when it does, it is with reference to conflict, environmental degradation and disasters.

**Livestock**

IGAD's Minimum Integration Plan (2008) includes a substantial focus on the livestock sector. With funding from the EU, the IGAD Livestock Policy Initiative was created to promote prioritization of -and regional collaboration on - issues of trade and animal health, and thereby create a bigger and more stable market for producers.

**4.1.2.5 A strategy exists to implement the policy, identifying specific programmes and actions**

The following are the principal programmes and actions to date:

IGAD developed a disaster risk management training kit in 2005, to enhance the capacities of national disaster risk management institutions.

The REFORM Programme has been created to implement DRR objectives (although detailed plans and budgets for this were not obtained during the timeframe of this study). A recruitment process was launched in November 2009 for staff to lead the implementation of the programme.

In 2003 IGAD launched its Conflict Early Warning and Response Network (CEWARN) to monitor cross-border pastoral and related conflicts, in order to provide information to Member States concerning potentially violent or escalating conflicts as well in the IGAD region. It has established 52 indicators of behaviours, practices and incidents related to communal relations, civil and economic activities, governance & media, natural resource & use, safety & security and social service intended to cover all aspects of life of the pastoralists that are relevant to the peace and conflict developments of the pastoralist areas. Based on these, CEWARN produces baseline reports, cluster reports (for the various border areas) and alerts.

CEWARN is part of the Peace and Security Division of IGAD and collaborates with both the Disaster Risk Management Project Unit and ICPAC (See below).

ICPAC is a specialized institution of the Intergovernmental Authority on development (IGAD) charged with the responsibility of coordinating all regional climate risk reduction related issues in the Region. ICPAC provides climate information, prediction, early warning for applications in support of environmental management, disaster risk reduction and sustainable development in the IGAD Region. ICPAC also supports capacity building for users of its information and services.

**4.1.2.6 A dedicated budget exists to implement the policy/strategy**

It has not been possible to obtain budget information within the timeframe of this study.

**4.1.2.7 Roles and responsibilities for DRR are clearly defined**

An institutional framework exists to implement the IGAD disaster management strategy.

At the highest level, the Ministers/ Commissioners Committee for Disaster Risk Management, has been created to lead on policy issues.

Below this is the Disaster Risk Management Technical Advisory Panel (DSMTAP), drawn from national disaster risk management authorities, which is responsible for providing advice to the Ministers/ Commissioners Committee.

A Project Management Unit (PMU) within the IGAD Secretariat under the Humanitarian Affairs Section has also been established, under the coordination of Mr Keflemariam Sebhatu. The PMU is entrusted with the responsibility of implementing the strategy, and in so doing assess the current and plans in conjunction with national disaster management agencies, and develop capacity through regional and national training workshops. The PMU will also provide technical support to national governments for developing strategies and plans.

#### 4.2 Inventory of Additional Regional Policies for REGLAP Baseline

African Union Commission (AUC)	East African Community (EAC)	Common Market for Eastern and Southern Africa (COMESA)	Inter-governmental Authority on Development (IGAD)
<b>Pastoralist/Arid Lands/Livestock policies and programmes</b>			
<p><b>Pastoral Policy Initiative</b></p> <p><i>July 07:</i> AU-UNOCHA Initiative was launched during an Inception Workshop organized in Isiolo, Kenya <i>Feb 2008:</i> Special taskforce set up. Mr. Ali Wario – Chair, Kenya Mr. Michael Odhiambo, Kenya Hon. Anab Abdulkadir, Ethiopia Mr. Nura Dida, Ethiopia <i>August 09:</i> AU launched recruitment of consultants produce baseline for subsequent development of Framework and Guidelines for Pastoralist Policy <i>2010:</i> Baseline findings to be presented at Stakeholders’ Consultation Workshop; AU Heads of State Summit due to adopt policy.</p>	<p><b>Livestock Policy Initiative</b></p> <p>EAC is in advanced stages of signing a letter of agreement (LoA) with FAO to access funds that will activate this initiative (according to the EAC website on 21 June 09)</p> <p><b>Pastoralism and Drylands Development</b></p> <p>A regional Steering committee with specific ToR to handle issues on pastoralism development in the region will soon be constituted. It is expected to promote investment in the dry areas of EAC and hence improve the welfare of pastoralists (according to the EAC website on 21 June 09).</p>	<p><i>April 2008</i> Appointed Dawit Abebe (Pastoralist and Policy Specialist ) as focal person to liaise with AU towards the formulation of a Pastoral Policy Framework for Africa.</p> <p>Tufts University is assisting COMESA to review and analyze emerging policy documents under NEPAD’s CAADP Pillar 3 (Food Supply and Hunger) and ensure relevant inclusion of pastoralism issues into these documents.</p>	<p><b>Livestock Policy Initiative 2006-2010</b></p> <p>EU funded project. Mid-term review in Sept-Dec 08 reported most activities well behind schedule, particularly national-level activities</p> <p><i>April 2008</i> Appointed Mr. Maina Karaba (Acting Director of Agriculture and Environment) as focal person to liaise with AU towards the formulation of a Pastoral Policy Framework for Africa</p>



<p>Contacts: Dr. Babagana Ahmadu, Director at the AU's Department of Rural Economy and Agriculture (AU-DREA) Tel: (+251) 11 551 7700 Ext. 115, Tambi@africa-union.org</p>			
<p><b>Disaster Risk Reduction/Disaster Management Policies and related strategies</b></p>			
<p><b>Africa Regional Strategy and Programme of Action for Disaster Risk Reduction (2004-2010, proposed extension to 2015)</b></p> <p><i>May 09</i> Draft Revision of Programme of Action agreed by participants at 2nd Regional Platform for DRR, to be presented to AU Ministerial level for adoption by Head of States. Discussions are ongoing.</p> <p>Contacts: Dr. Abebe Haile-Gabriel, Head of the Div for Rural Economy and Agriculture, AUC</p> <p>ISDR Officer in AUC, Maria Hauer mia.hauer@gmail.com</p>	<p>No common DRR policy, nor any current initiative to produce one.</p>	<p>No common DRR policy, nor any current initiative to produce one.</p>	<p><b>IGAD Regional Disaster Risk Management Programme</b> Contact: Mr. Keflemariam Sebhatu</p>

## 5. DONOR BASELINE

### 5.1 Analysis of Department for International Development (DFID) funding policies and practices relevant to Drought Risk Reduction in Pastoral communities of Horn and Eastern Africa

#### 5.1.1 Summary Table

- Positive
- Negative
- Key current process

<b>Integration/mainstreaming of DRR/DRM into policies and strategies</b>
<ul style="list-style-type: none"> <li>• White Paper (2009) implicitly integrates DRR measures within high-priority CCA plans for investment in knowledge development, agricultural research, water resource management and social protection strategies</li> <li>• White Paper (2009) explicitly reaffirms commitment to investing 10% of response funding to disaster risk reduction measures</li> <li>• Nutrition Strategy (due 2009) likely to include objectives and measures relevant to disaster-prone regions</li> <li>• Specific DRR Policy (2006) with qualitative and quantitative commitments for mainstreaming and stand-alone DRR actions</li> <li>• DRR policy incorporates all aspects of drought risk management framework</li> <li>• Humanitarian Policy (2006) in synergy with DRR policy, commits to earlier engagement to reduce vulnerability, and includes consideration of social safety net measures as an appropriate humanitarian response in certain contexts</li> <li>◦ Emphasis on social protection diverts attention from market-related measures needed to reduce pastoralists vulnerability to drought</li> </ul>
<b>Availability of funding for DRR/DRM in pastoral areas</b>
<ul style="list-style-type: none"> <li>• Increasing commitments to government-led social protection schemes in pastoral areas of Kenya, Ethiopia and Uganda</li> <li>• Continued availability of '10%' of disaster/drought response funding for DRR</li> <li>• Potential availability of funding linked to implementation of nutrition strategy</li> <li>• Potential availability of funding for DRR/DRM advocacy and innovation through CHF, possibly linked to climate change adaptation</li> <li>• Potential for DRR investments through Environmental Transformation Funds and Africa Enterprise Challenge Fund</li> <li>• Programme Partnership Agreement (PPA) permits DRR actions</li> </ul>

<ul style="list-style-type: none"><li>• White Paper commitments to funding for water resource management and pilot adaptation projects yet to be implemented</li><li>• DRR 10% only available during or after drought events</li><li>• Funding for Social Protection needs to go beyond safety nets to significantly reduce vulnerability of pastoralists.</li><li>• Pastoral populations are not currently the focus for any funds or policies</li></ul>
<b>Upcoming Opportunities</b>
<ul style="list-style-type: none"><li>➤ Engagement with DFID at launch of new Nutrition Strategy</li><li>➤ Engagement with DFID on implementation of water resources management, microfinance and insurance plans to for CCA, as stated in White Paper 2009</li><li>➤ CHF priorities for 2010 may be related to climate change adaptation in countries which are particularly vulnerable to climate change</li><li>➤ Expansion of Social Protection programmes in Ethiopia, Uganda and Kenya</li></ul>
<b>Key Contacts</b>
<p>Moazzam Malik, Director, Conflict and Humanitarian Division: tel +44 20 7023 0776 Joy Hutcheon, Director, East and Central Africa: tel =44 20 7023 1269 Lisa Pereira, Humanitarian Specialist, Conflict, Humanitarian and Security Department, Operations Team (CHASE OT), l-pereira@dfid.gov.uk Hugh Scott, AECF Director, hugh.scott@aecfafrica.org Jemima Gathumi, AECF Grants Manager, jemima.gathumi@aecfafrica.org Tim Leyland, Agriculture Research Team, Policy and Research Division, +44 207 023 0904, t-leyland@dfid.gov.uk Andrew Steer, Director of Policy and Research, a-steer@dfid.gov.uk Nick Dyer, Director of Policy, n-dyer@dfid.gov.uk</p>

## 5.1.2 Analysis against benchmarks established for the project

### **5.1.2.1 The donor's overall strategy recognizes the relationship between disaster risk, poverty and sustainable development**

The White Paper for Development, released in July 2009, is DFID's new, overarching aid strategy, replacing the White Paper of 2006.

Like its predecessor, this White Paper continues to 'frame' its commitments on achievement of the MDGs but clearly signals an intensified engagement on three main issues: climate change, economic growth and conflict.

The risks to sustainable development posed by a global increase in climate-related disasters are a major focus of the strategy. While commitments to disaster risk reduction are still explicit and quantifiable, the strategy uses the language of climate change adaptation to set out its plans to develop knowledge and access to information, invest in scientific research for agricultural innovation, promote appropriate management of water resources, and establish social protection systems to build resilience and prevent asset depletion in times of crisis.

In relation to disaster risk, the strategy also recognizes the impact of global economic crises on the poorest populations, and focuses on social protection measures to address these.

**5.1.2.2 Disaster risk reduction is explicitly integrated into the donor's policy framework/suite (DRR, environmental, food security, humanitarian policies etc)**

**Disaster Risk Reduction Policy**

DFID was a pioneer of DRR among major institutional donors, commissioning a well-circulated scoping study in 2004 and adopting a DRR Policy in 2007.

This policy states that DFID's goal is to contribute to sustainable development through reducing the burden of disasters on the poor and most vulnerable by: Integrating risk reduction better into development and humanitarian policy and planning; supporting an improved international system and strong institutions at national and regional level aimed at reducing risk in disaster-prone developing countries; reducing the vulnerability of the poor through building capacity and livelihood resilience to disaster risk.

In relation to drought, the policy highlights the need for all four key elements of a Drought Risk Management Framework, as identified by UNISDR (Policy and governance, risk identification and early warning, mitigation and preparedness, and awareness and education, to effectively reduce drought risk. It clearly states that this requires a move away from emergency relief towards meeting needs with stable multi-year resources delivered through governments.

The policy is accompanied by an implementation plan which commits, among other actions, to:

- Operationalise the commitment to provide 10% of the funding provided by DFID in response to each natural disaster to prepare for and mitigate the impact of future disasters, where this can be done effectively
- Help developing countries adapt to climate change through effective incorporation of DRR approaches
- Support food security strategies and national safety net programmes

These three strategies have since converged and come to the fore of its development policy, as stated in the 2009 White Paper.

## **Strategy for achieving the Millennium Development Goal on Hunger, 2002**

This strategy underlined the importance of drought risk reduction, even before the Hyogo Framework for Action was agreed. It highlighted the need for early warning systems to monitor the cumulative impact of shocks on livelihoods, as well as investment in long-term measures to strengthen people's ability to cope with such shocks., such as appropriate land tenure, sustainable management of water and other natural resources, the functioning of fair and efficient markets, agricultural research and development, livelihood diversification, and asset building. The strategy also emphasized the need to pay particular attention to pastoral areas, due to the extent of historical marginalization and weak disaster response systems.

DFID is due to publish a **new policy on nutrition**, which will lay out a new strategy for achieving MDG2. It has not been possible to obtain a draft of this policy, but the Evidence Paper<sup>9</sup> argues that:

- Climate change and variability are likely to lead to more intense and longer droughts which tend to reduce dietary diversity and overall food consumption, which may lead to under nutrition.
- Investments in nutrition can be tools for crisis prevention, mitigation, and management as good nutrition decreases the human vulnerability that transforms systemic shocks into humanitarian disasters.

It also highlights that pastoralists (among other groups) are most vulnerable to food insecurity as they experience chronic, seasonal or transitory food shortages, which can potentially lead to under nutrition.

It is likely that a similar case will be made in the Policy, due to be released before the end of 2009.

## **Humanitarian Policy**

This policy, which was also launched in 2006, has clear synergy with the Disaster Risk Reduction policy. One of the objectives stated in the policy is to engage earlier and more effectively to reduce risk and extreme vulnerability.

It reaffirms DFID's commitment to investing up to 10% of its total response to major natural disasters in risk reduction measures, where suitable interventions can be identified.

Where there is a genuine and demonstrable commitment by governments to addressing the most extreme poverty and hunger, and where needs and vulnerability can reasonably be projected over a multi-year timeframe, DFID will consider providing budget support to support national systems of social security, rather than just relying primarily on emergency aid.

---

<sup>9</sup> The neglected crisis of undernutrition: Evidence for action, DFID, 2009

### **5.1.2.3 The donor has a dedicated budget for disaster risk reduction**

DFIDs commitment to investing up to 10% of its total response to major natural disasters in risk reduction measures, where suitable interventions can be identified. In 2008, DFID actions in Myanmar and Tsunami-affected countries were designed to reduce risk, as per this commitment.

For the past four years, the CHR has held a dedicated budget of around £6 million for DRR projects presented to its call.

The majority of DFID's funding to reduce vulnerability is through social protection programmes. These programmes in Kenya, Ethiopia and Uganda are funded through DFID Country Assistance Plans (CAPs).

### **5.1.2.4 In 2009/10 funding opportunities do/will exist for reducing disaster risk for pastoralists in East Africa**

#### **Environmental Transformation Fund**

This fund, which was created in 2007, is a key element of DFID's strategy to address climate change. To date it has channeled 400m through the Climate Investment Funds (CIF)<sup>10</sup>, a joint DFID/DECC (Department of Energy and climate Change) initiative, which is jointly managed by the World Bank and the regional development banks.

The CIF monies have since been split into several pots, of which the most relevant to pastoralists in East Africa is the Strategic Climate Fund (SCF), which funds work programmes, such as the Pilot Programme on Climate Resilience (PPCR), which has recently begun to operate.

The EFT funds, through the CIF, are only directly available to governments if their proposed actions are in line with their climate change and national development strategies. Priority will be given to highly vulnerable least developed countries eligible for multi-lateral development banks' concessional funds.

#### **The Africa Enterprise Challenge Fund**

DFID is one of the major donors of the Africa Enterprise Challenge Fund (AECF), which provides grants to private sector companies (not NGOs) to support new and innovative business models in Africa which have a developmental impact on the rural poor.

By 2015 the AECF is expected to stimulate over US\$200 million in private sector investment in financial and agricultural markets across Africa.

---

<sup>10</sup> The CIFs are an interim arrangement. They are intended to help to bridge the funding gap until the UN deal is in place post-2012, so that money can begin to flow to developing countries to tackle climate change.

The Africa Enterprise Challenge Fund is open to proposals from all countries in Africa but is currently focusing on 13 countries including Kenya and Uganda. None of the approved projects have focused on pastoral communities, but the fund offers scope for this.

### **DRR as part of response funding**

Responses to major disasters may draw on DFID's commitment to invest 10% of the funding provided by DFID in response to each major natural disaster to prepare for and help prevent future disasters. This 'target' however, is not applicable to each grant, rather to the DFID's overall response; in practice it may decide to fund one stand-alone DRR project in the same region where its partners are implementing traditional humanitarian relief projects.

### **Conflict, Humanitarian and Security Fund**

This fund is now in its fourth year of providing grants to NGOs and research organizations for innovative DRR work. The fund operates on an annual basis (in 2009 it accepted proposals in May, for implementation from July). Oxfam GB was awarded funding for DRR policy research in 2009. As yet, there is no information about the priorities interests for 2010 grants. Given the focus on climate change in the 2009 White Paper, it is likely that adaptation-related issues may be among the priorities.

### **Programme Partnership Agreement**

DFID channels £90 million per year through its PPAs with British non-governmental organizations. Depending on the priorities agreed between DFID and those organizations, there is scope for funding Drought Risk Management work with pastoral communities.

The PPA with Oxfam, for example, focuses funding on 6 countries, including Uganda. One of the strategic objectives of this agreement is measured by the indicator 'The rural poor have increased capacity to reduce disaster risk and adapt to climate-related environmental change in 6 countries'. PPA funding for Oxfam 2008-2011 is £27,830,000.

### **Water Resources Management**

Investment in this area was flagged in the White Paper 2009, although specific details have not yet been released. DFID has committed to supporting two new major cross-border initiatives, and support new watershed management programmes in five countries.

### **Microfinance and Insurance**

DFID committed in the 2009 White Paper to increase insurance coverage for poor people by working with the private sector and international financial institutions to pilot different insurance approaches in three countries and help develop climate insurance markets that offer affordable products.

## **Other**

The programming and funding implications of the imminent **Nutrition Policy** (due to be released before the end of 2009), could potentially benefit pastoral populations in East Africa.

In the White Paper 2009, DFID states an intention to contribute to a new multi-donor microfinance initiative for Africa. This may be relevant for developing livestock products or for sedentarised pastoralists. Further information has not yet been identified.

### **5.1.2.5 Over the past three years funding decisions relevant to pastoralists in East Africa have specifically sought to reduce disaster risk**

#### **Social Protection/Safety Nets**

DFID in Ethiopia is part of a large donor consortium (WB, EC, CIDA, SIDA, USAID, WFP and Irish Aid) supporting the Productive Safety Net Programme (PSNP). DFID has provided £70 million over the past three years to the PSNP, supporting over 7 million people, including pastoralists, to receive either cash or food transfers. The programme has also benefited pastoralist populations through public works to mitigate the impact of drought, such as water pans.

In Kenya DFID is also funding a Hunger Safety Net Programme (2008-12) with the Government to support chronically food insecure people with predictable, guaranteed cash transfers over a 3–4 year period. Beneficiary groups include pastoral populations. DFID's also plans to support the development of a 10-year National Social Protection Strategy and implementation framework, to include: a cash transfer programme for OVCs; and a Hunger Safety Net Programme (HSNP) delivering long-term, guaranteed cash transfers to chronically food-insecure households.

In Uganda DFID has supported the initial design of a national strategic framework for social protection. In collaboration with the World Bank, it will contribute £4 million over the next three years to finalising the design and implementing a pilot scheme in 6 districts, which will include pastoral populations



## 5.2 Analysis of Canadian International Development Agency (CIDA) funding policies and practices relevant to Drought Risk Reduction in Pastoral communities of Horn and Eastern Africa

### 5.2.1 Summary Table

- Positive
- Negative
- Key current process

<b>Integration/mainstreaming of DRR/DRM into policies and strategies</b>
<ul style="list-style-type: none"> <li>◦ Sustainable development strategy (2007-09) does not mention DRR</li> <li>◦ Recently launched (Oct 09) Food Security Strategy does not mention DRR</li> <li>◦ Initiative to mainstream DRR into environmental policy has not produced expected changes</li> <li>◦ Intention to mainstream DRR into new strategy has not produced expected changes</li> <li>◦ Planned guidelines for preparedness and mitigation have not yet been produced by the International Humanitarian Assistance and Food Aid Division</li> </ul>
<b>Availability of funding for DRR/DRM in pastoral areas</b>
<ul style="list-style-type: none"> <li>• Ethiopia selected as a priority country for development assistance</li> <li>• Focus of aid for Ethiopia suited to DRR ( food security/agriculture and governance/capacity building, in support of the Ethiopia NDP)</li> <li>• Recent investment of \$85m to Ethiopia's Productive Safety Net Program from 2008 to 2013, including pastoral areas</li> <li>◦ CIDA does not have a dedicated budget for DRR</li> <li>◦ Humanitarian Assistance funding repeatedly provided for emergency responses in pastoral areas of Kenya, Uganda and Ethiopia, but focus is not on DRR</li> </ul>
<b>Upcoming Opportunities</b>
<ul style="list-style-type: none"> <li>➤ New food security strategy launched on October 16, 2009</li> </ul>
<b>Key Contacts</b>
<p>Stephen Salewitz, Deputy Director of Humanitarian Affairs, Humanitarian Assistance Division, <a href="mailto:stephen.salewicz@acdi-cida.gc.ca">stephen.salewicz@acdi-cida.gc.ca</a>          Louise Laliberte, Director of Ethiopia Programme, <a href="mailto:louise.laliberte@acdi-cida.gc.ca">louise.laliberte@acdi-cida.gc.ca</a></p>

## **5.2.2 Analysis against benchmarks established for the project**

### **5.2.2.1 The donor's overall strategy recognizes the relationship between disaster risk, poverty and sustainable development.**

#### **Sustainable Development Strategy 2007-09**

Since 2007, CIDA's approach to development has been implemented through five priority sectors: good governance, health (with a focus on HIV/AIDS), basic education, private sector development and environmental sustainability. In this strategy, disaster risk is not explicitly recognized as a driver of poverty, nor as a principal concern for development.

A revised strategy for 2010 onwards has not yet been produced.<sup>11</sup>

### **5.2.2.2 Disaster risk reduction is explicitly integrated into the donor's policy framework/suite (DRR, environmental, food security, humanitarian policies etc)**

#### **Sustainable Development Strategy**

The 2007-2009 Sustainable Development policy does not currently mainstream DRR issues. In 2007 CIDA reported that it intended to mainstream DRR into its subsequent sustainable development strategy instead of producing a separate DRR policy<sup>12</sup>. As yet, a revised Sustainable Development Strategy has not been produced.

#### **Food Security Strategy, 2009**

Food security is one of two new priority themes for the period 2009-2012. The strategy has not yet been published, but on 16<sup>th</sup> October the Minister for Overseas Aid of CIDA intends to double its investment in agriculture and agricultural research to \$1.2 billion. This will include a minimum of \$690 million in food aid, approximately \$250 million towards nutrition, \$875 million towards agricultural support and \$160 million towards research. The objectives for agricultural development within this strategy focus on bio-fortification of nutrients in staple crops and support for dry-land farming, but no reference is made to pastoral livelihoods.

#### **Humanitarian Guidelines**

CIDA's current guidelines for humanitarian proposals note that the Humanitarian Assistance Division plans to produce guidelines and a results-based framework of performance indicators for disaster preparedness and mitigation activities. However, this initiative has not yet produced any published results.

---

<sup>11</sup> CIDA staff interviewed for this study were not aware of a revision process

<sup>12</sup> Review of DRR Mainstreaming in Donor Policies, Tearfund, 2007

**5.2.2.3 The donor has a dedicated budget for disaster risk reduction**

CIDA does not have a dedicated budget for disaster risk reduction.

**5.2.2.4 In 2009/10 funding opportunities do/will exist for reducing disaster risk for pastoralists in East Africa**

Ethiopia is among 20 priority countries on which 80% of 2009 budget will be spent. The aid package focuses on food security/agriculture and governance/capacity building, in support of the Ethiopia PASDEP.

Kenya and Uganda are not included in the priority country list.

**5.2.2.5 Over the past three years funding decisions relevant to pastoralists in East Africa have specifically sought to reduce disaster risk**

The most significant funding is the allocation of \$85m to Ethiopia's Productive Safety Net Program from 2008 to 2013, which includes pastoral areas, plus additional grants to build capacities of the Ethiopian government's implementing institutions for this program. This is a major social protection initiative which contributes to reducing vulnerability to disasters through regular cash transfers in exchange for work on local projects which mitigate disaster risk and facilitate development. It is delivered in partnership with the World Food Programme and the World Bank.

Other funding allocations to Ethiopia, Kenya and Uganda have not directly sought to reduce disaster risk for pastoralists as a primary objective. On the contrary, most allocations have been made for humanitarian responses to drought in pastoral areas, including the following:

- 2009-2011 \$1.5m to CARE Canada for emergency nutritional support and ongoing nutrition programmes for vulnerable sectors in drought-affected Afar, Somali and Oromia regions of Ethiopia
- 2009-2010 \$0.8m to Action Against Hunger for emergency water, sanitation and hygiene promotion in drought-affected Afar, Somali and Oromia regions of Ethiopia
- 2009-10 \$6m to Unicef for access to health care; clean water and sanitation services; hygiene awareness training; nutritional support for drought affected areas (not specifically pastoral) of Ethiopia
- 2008-09 \$1m to Unicef for health; nutrition; water, sanitation, and hygiene; and emergency education and protection for children in drought-affected regions of Ethiopia

- 2008-9 \$0.5 to CARE Canada for emergency nutritional feeding for under-nourished children in drought-affected areas of Ethiopia (not specifically pastoral)

A minority of these projects have been implemented with a DRR focus, for example

- 2009-2010 \$0.76m to Oxfam Canada for access to water, public health promotion, and cash-for-work activities to construct water infrastructures in drought-affected Oromia and Somali Region of Ethiopia
- 2008-09 \$0.3m to Oxfam Canada for rehabilitation of boreholes and birkads, creation of functioning water and sanitation and hygiene committees, and construction of sanitation facilities in the conflict-affected Korahe zone of the Somali region, Ethiopia (not specifically drought)

The following three multi-country grants have been made to regional or global organizations for disaster risk reduction purposes, but not explicitly to benefit pastoralists:

- 2009-2012 \$0.1m to the Integrated Food Security Phase Classification (IPC), to improve global disaster preparedness and early warning systems.
- 2008-2011 \$0.8m for UNISDR global, to promote increased awareness of the importance of disaster reduction as an integral component of sustainable development, with the goal of reducing human, social, economic and environmental losses due to natural hazards and related technological and environmental disasters
- 2008-09 3.3m to The Sahara and Sahel Observatory (OSS) for environmental monitoring and information dissemination regarding desertification, famine, and joint administration of shared water resources in the Africa region. Neither DRR nor pastoralist communities are specifically mentioned in the project summary.

## 5.3 Analysis of European Union (EU) funding policies and practices relevant to Drought Risk Reduction in Pastoral communities of Horn and Eastern Africa

### 5.3.1 Summary Table

- Positive
- Negative
- Key current process

<b>Integration/mainstreaming of DRR/DRM into policies and strategies</b>
<ul style="list-style-type: none"> <li>• European Consensus on Development promotes DRR as a ‘component’ of sustainable development</li> <li>• European Consensus on Humanitarian Aid includes disaster preparedness measures; the related Action Plan proposes the formulation of a DRR strategy and tools.</li> <li>• EU DRR strategy is aligned with the Hyogo Framework for Action and includes all four key areas of the Drought Risk Management Framework promoted by UNISDR</li> <li>• EU DRR strategy clearly states an intention to mainstream DRR into all EU policies, and to use all funding instruments for its purpose.</li> <li>• The consultation process for the proposed agriculture and food security policy framework fully reflects DRR concerns in the ‘Key issues’ document and related questions.</li> <li>◦ DRR is not yet prioritized in the EU-Africa Strategy</li> </ul>
<b>Availability of funding for DRR/DRM in pastoral areas</b>
<ul style="list-style-type: none"> <li>• The 10<sup>th</sup> European Development Fund budget for Africa, Caribbean and Pacific countries includes a dedicated budget line of €180m for DRR and €40m for climate change adaptation</li> <li>• ECHO has implemented Regional Drought Decisions for the Greater Horn of Africa since 2006; in 2009 it provided €10m for drought risk management programmes in pastoral areas of Kenya, Uganda and Ethiopia.</li> <li>• The Country Strategy Papers (CSPs) for Kenya and Ethiopia, funded by the EDF, include budget allocations from ‘B’ envelope for DRR actions such as the safety nets programme in Ethiopia (€18m) and the National Drought Initiative in Kenya (€11m).</li> <li>• Thematic programmes for Non-state actors and local authorities, and Food Security, explicitly include DRR measures for pastoral communities.</li> <li>• Thematic programmes for Environment &amp; Natural Resources, and Investing in People, offer scope for DRR in pastoral areas without explicitly naming it as such</li> <li>• Current thematic calls for proposals for Non-state actors and Investing in People offer scope for DRR projects in pastoral areas.</li> <li>◦ DIPECHO funding is not yet available for Horn and East Africa</li> </ul>

<b>Upcoming Opportunities</b>
<ul style="list-style-type: none"><li>➤ Revision process for the strategy to implement the European Consensus on Development (post 2010, when current strategy expires)</li><li>➤ Drafting of an updated Africa strategy implementation plan (post 2010, when current implementation plan expires)</li><li>➤ Consultation process (to 09/01/10) for EU policy framework to assist developing countries addressing agriculture and food security challenges.</li><li>➤ Global thematic call (Reference 129202) for projects to support the actions of local authorities (LAs) to promote an inclusive and empowered society</li><li>➤ Global thematic call (Reference 129196) for proposals from not-for-profit and non-State actors to enhance the capacity and advocacy skills of civil society organisations and other non-State actors in the area of human resources for health.</li></ul>
<b>Key Contacts</b>
<p>Tom Vens, Desk officer for Ethiopia, EU Africa Directorate, DG Development, Brussels: tel: +32 2 2992613</p> <p>Aloys Lorkeers, Desk officer for Kenya, EU Africa Directorate, DG Development, Brussels: tel +32 2 2951789</p> <p>Maria-Paola Piazzardi, Desk officer for Uganda, EU Africa Directorate, DG Development, Brussels: +32 2 2955594</p> <p>HE Eric van der Linden, Head of EU Delegation in Nairobi</p> <p>Jeremy Lester, Head of Unit, Relations with countries and regions of East Africa, Horn of Africa and Indian Ocean, EU Africa Directorate, DG Development, Brussels: tel +(32) 2 2953760</p> <p>Johannes Luchner, Head of Unit, General Policy Affairs and Disaster Preparedness, ECHO, Brussels: +(32) 2 2968811</p> <p>S Cerrato, Head of the Disaster Risk Reduction/Disaster Preparedness Sector, ECHO, Brussels: +(32) 2 2980283</p> <p>K Albrecht, Sustainable Management of Natural Resources, and Food Security, DG Development, Brussels: +(32) 2 2959825</p>

### 5.3.2 Analysis against benchmarks established for the project

#### **5.3.2.1 The donor's overall strategy recognizes the relationship between disaster risk, poverty and sustainable development.**

#### **European Consensus on Development**

The European Consensus, 2006 is the EU's overarching policy for development. Its primary goal is the eradication of poverty in the context of sustainable development, in accordance with the

commitments made by the EU member states (and other countries) in the Millennium Declaration of 2000, otherwise known as the Millennium Development Goals.<sup>13</sup> .

Unlike with the Millennium Declaration itself, which does not explicitly recognize the interdependence of disaster risk and poverty, the Consensus does refer the need to address disaster risk to achieve sustainable development in that it:

- Commits to promoting linkages between emergency aid, rehabilitation and long-term development in situations of transition from a humanitarian crisis;
- Recognizes that some developing countries are particularly vulnerable to natural disasters, climatic change, environmental degradation and external economic shocks, and therefore commits to supporting disaster prevention and preparedness in these countries to increase their resilience;
- Commits to supporting enhanced coordination of disaster relief and preparedness;
- States the intention to develop a comprehensive prevention approach to state fragility, conflict, natural disasters and other types of crises.

The current strategy to implement the Consensus runs until the end of 2009. It has not been possible within the timeframe of this study to obtain a draft of the subsequent plan, which will cover the period 2010 onwards.

### **EU Strategy for Africa**

A specific EU-Africa strategy was formulated for the first time in 2007, with the following priorities.

- Peace and security
- Democratic governance and human rights
- Trade, regional integration and infrastructure
- Millennium development goals (MDGs)
- Energy
- Climate change
- Migration, mobility and employment
- Science, information society and space.

If actions for these priorities are effectively implemented, they would significantly reduce vulnerability to disasters. However, the Strategy itself is surprisingly silent on the issue of disaster risk. It only goes as far as stating that environmental degradation and climate change undermine sustainable development and represent threats to the achievement of the MDGs. In

---

<sup>13</sup> The eight MDGs are to: eradicate extreme poverty and hunger; achieve universal primary education; promote gender equality and empower women; reduce the mortality rate of children; improve maternal health; combat HIV/AIDS, malaria and other diseases; ensure environmental sustainability and develop a global partnership for development.

response to this, it includes a commitment to promoting Disaster Risk Management as a means to adapt to climate change, but does not make the expected linkages between drought and chronic poverty, nor make specific reference to pastoral communities.

The current implementation plan for the strategy covers the period 2007-2010. It has not been possible to obtain information about a revision process.

**5.3.2.2 Disaster risk reduction is explicitly integrated into the donor's policy framework/suite (DRR, environmental, food security, humanitarian policies etc)**

**Disaster Risk Reduction Policy**

The EU has a specific DRR Policy/Strategy which is aligned with the Hyogo Framework for Action, the EUs funding context for the eradication of poverty and sustainable development, and the Consensus on Humanitarian Aid. It has the following strategic objectives:

- Support developing countries in integrating DRR considerations into their development policies and planning effectively;
- Support developing countries and societies in reducing disaster risk more effectively, through targeted action on disaster prevention, mitigation and preparedness;
- Integrate DRR considerations more effectively into EU development and humanitarian aid policies and programming, and crisis response where it covers disaster response

The policy takes a multi-hazard approach and promotes a multi-country perspectives where disaster risk is best tackled through joint initiatives.

In acknowledgement of the need for DRR considerations to be reflected in other policies, the DRR policy commits the EU to coordinating at HQ level its efforts with other major policy-setting processes, instruments and programmes, both across the EU and working with regional and international organisations, non-EU donors, international and community NGOs, the Federation of the Red Cross and Red Crescent, the World Bank, the UN and the ISDR system. In order to facilitate this, it has set up an internal steering group for DRR.

It also clearly states that The EU will implement the strategy using the full range of funding instruments at its disposal (including country and regional strategy papers, intra-ACP programmes, Drought Preparedness and DIPECHO programmes in the humanitarian aid context, and in thematic programmes on food security and environment/natural resources.

The policy was approved by the EU in June 2009, hence it is in its earliest stages of implementation. The formulation of regional action plans will be in the Caribbean, with other regions - including Africa - to follow at an unspecified date.



### **Policy Framework for Agriculture and Food Security**

The EU is currently holding a consultation process (until 9<sup>th</sup> January 2010) to identify and gain consensus around the key issues for a potential EU policy framework to assist developing countries addressing agriculture and food security challenges.

The consultation document presents the case that, among other reasons, the various effects of climate change on the capacity of most vulnerable countries, households and individuals to address food insecurity, as well as the growing importance of safety nets and social protection policies as a response to chronic food insecurity, make it important for the EU to have a coherent policy framework.

The draft policy appears to reflect many of the recommendations of the EU Disaster Risk Reduction policy. As such, it proposes the integration of disaster prevention, preparedness and crisis management measures (such as early warning systems, food reserves, transfer mechanisms and safety nets) in food security-related policies, as well as structural measures such as market monitoring, dissemination of market-related information, and improved information systems to facilitate monitoring of slow-onset events such as droughts.

The consultation document also specifically poses a question regarding the relevance and implications of the policy for pastoralism.

### **European Consensus on Humanitarian Aid**

The Consensus on Humanitarian Aid (2007) clearly and explicitly includes disaster risk reduction. It states that one of two objectives of humanitarian aid is to facilitate capacity building activities to prevent and mitigate the impact of disasters. It commits therefore to:

- Enhancing preparedness, particularly in zones vulnerable to natural disasters and climatic Change
- Promoting international efforts within the Hyogo Framework for Action as well as support for the coordinating role of the International Strategy for Disaster Reduction, to increase coping capacities at all levels through strategic planning and action.
- Supporting community-based preparedness activities in humanitarian operations
- Using the full potential of short- and long-term aid and cooperation.
- Mainstreaming disaster risk reduction in its development policy based on ownership and national strategies of disaster prone countries

An Action Plan<sup>14</sup> was compiled in 2008, which includes the formulation of a DRR strategy; the development of guidance and practical DRR tools; and promotion of policy dialogue on DRR in all relevant fora.

### **5.3.2.3 The donor has a dedicated budget for disaster risk reduction**

The situation varies between funding instruments and programmes. For example:

- €180 million of the 10th EDF intra-ACP resources are allocated to ‘natural disasters prevention’ in all ACP countries.
- DG ECHO allocated €10m for the 2009 Regional Drought Decision for Horn and East Africa

However dedicated budgets are not yet visible for other major instruments and programmes, for example:

- Funding for DRR is available from DCI thematic budget lines, as long as it is in accordance with the country strategy papers and/or the thematic priorities, but there is not a dedicated allocation.
- Horn and East African countries are not yet eligible for DIPECHO funding. It is not known whether DIPECHO calls in 2010 will include this region.

### **5.3.2.4 In 2009/10 funding opportunities do/will exist for reducing disaster risk for pastoralists in East Africa**

The relevant Directorate Generals of the EU for development, disaster response and risk reduction are:

1. Directorate General Development (DG DEV), responsible for formulation of development policy and programming.
2. Directorate General, Humanitarian Office (DG ECHO, including DIPECHO), responsible for formulation of humanitarian policy and programming.

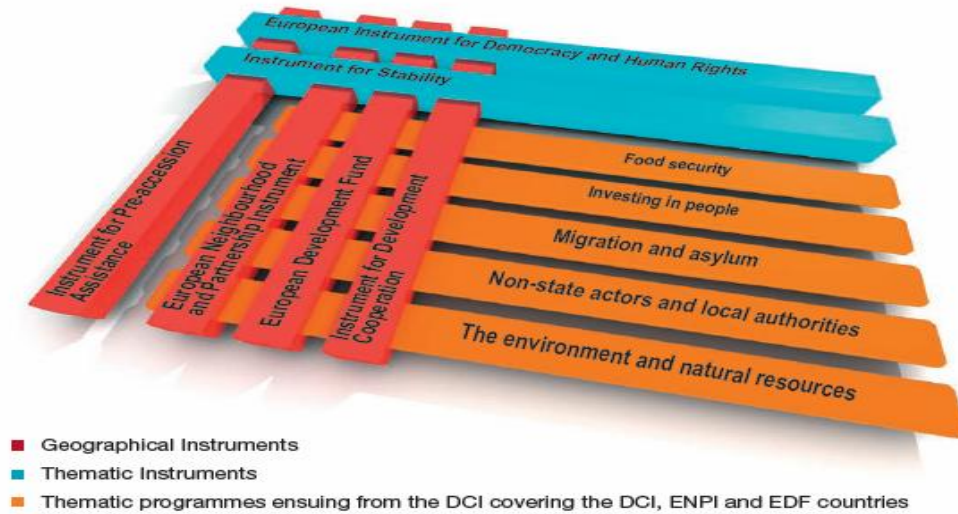
Their strategies and thematic priorities are discussed below:

---

<sup>14</sup> Commission Staff Working Paper: European Consensus on Humanitarian Aid – Action Plan, 2008

## Directorate General Development

The Directorate General Development (DG DEV) coordinates and monitors funding for development in partner countries through four geographic instruments, two thematic instruments, and five thematic programmes, as depicted below.



The following are of greatest relevance to this study:

### European Development Fund (EDF)

This fund provides aid to the governments of African, Caribbean and Pacific (ACP) countries as budget support and for identified projects.

For each country, a Country Strategy Paper is agreed, based on its national development plan (see below).

While the funds are generally transferred directly to governments, the EDF encourages the involvement of non-state actors in national dialogue on development strategies and policies as well as in the preparation, implementation and monitoring of development projects and programmes.

The tenth European Development Fund entered into force in January 2008, with a budget of €2.7 billion for ACP countries. This fund is used to finance country strategy papers:

The **Country Strategy Paper for Ethiopia 2008-2013** has a budget comprised of €644m for planned development work (Envelope A) and €30m for emergency situations (Envelope B).

Envelope A follows the priorities set out by the PASDEP for Ethiopia, including the plans for pastoral populations.

EU is the only donor identified in the PASDEP Donor Support Matrix to commit to funds for 'Special Effort for Pastoral Area'. This focuses on the Productive Safety Nets Programme (PSNP), which provides predictable transfers to the food insecure population in order to reduce the food gap, to prevent further asset depletion at the household level and to create/preserve assets at the community level.

It also provides support for livestock development while addressing sources of vulnerability, which includes:

- (i) Provision of animal health services, inter alia to create disease free areas/corridors;
- (ii) Improved drought risk management/preparedness;
- (iii) Conflict resolution mechanisms – mix of Government and traditional leaders;
- (iv) Support for livestock marketing
- (v) Support to achieve improved grazing methods.

The B-envelope exists to provide funds in unforeseen circumstance, including (sic.) disasters. This is a practical contingency measure. It has been agreed to utilise € 18 million to scale up efforts under the PNSP to help reduce the impact of the drought in several regions of Ethiopia.

**The Country Strategy Paper for Kenya** has a budget comprised of €383m for planned development work (Envelope A) and €16.4m for drought mitigation and emergency situations (Envelope B).

This strategy support the priorities identified in Vision2030 (see Section X), with a particular focus on the development of Northern Kenya and the ASALs. It gives prominence to drought management as a means to increase agricultural production and food security.

Specific initiatives in the Indicative Plan include support for agricultural extension services, linking with the World Bank ASAL programme to develop District Action Plans, and participate in investments to promote development of the livestock sub-sector.

Funds from Envelope B will continue to be allocated to the National Drought Contingency Fund (as they were under the previous EDF-9) to mitigate the impact of drought, with increased attention to LRRD activities.

**The Country Strategy paper for Uganda** has a budget of €439m for planned development work (Envelope A) and €21.9m for emergency situations (Envelope B)

In line with PEAP, this strategy focuses on the improvement of governance and macroeconomic policies, transport infrastructure, sustainable agriculture and livelihoods, and conflict resolution in Northern Uganda.

The most significant commitments to benefit pastoral communities in Uganda are the plans to rehabilitate and develop the Northern Corridor Route for transport, as well as the allocation of 15m over the strategy period towards the Karamoja Peace and Development Programme, which focuses on improving natural resource management and service delivery in pastoral societies.

The strategy remains silent on the issue of natural disasters, although Envelope B does exist to cover emergency situations.

### **The Instrument for Development Cooperation (DCI)**

This funding instrument includes a component of thematic programmes for the protection of human rights, the promotion of democracy, the eradication of poverty, self-sufficiency in food production, education, and ecological and health-related projects. Each thematic programme has to be complementary to the actions undertaken in the geographical programmes, but it has its own strategy, budget and schedule for calls for proposals, as summarized below:

#### **DCI-Environment and Sustainable Management of Natural Resources including Energy**

This four-year strategy<sup>15</sup> addresses challenges related to rapidly degrading key ecosystems, climate change, poor global environmental governance and inadequate access to and security of energy supply. It has an annual budget of around €120m.

It explicitly includes the promotion of sustainable land management of pastoral lands in developing countries, in accordance with EU initiatives and internationally agreed Commitments, such as the UNCCD. It also includes disaster management initiatives that promote environmental sustainability.

There are no current calls for proposals which are relevant for disaster risk reduction in pastoral areas.

#### **DCI-Non-state actors and local authorities in development**

This new thematic programme aims to strengthen the capacities of non-state actors and local authorities in developing countries, with the objective of fostering better governance and more participative development. It has an annual budget of around €230m.

There are no geographic priorities within this theme, although potential interventions related to drought risk management for pastoralist communities in Ethiopia, Kenya and Uganda would fall within the targeting criteria for:

---

<sup>15</sup> [http://ec.europa.eu/development/icenter/repository/thematic\\_strategy\\_2007\\_enrtp\\_en.pdf](http://ec.europa.eu/development/icenter/repository/thematic_strategy_2007_enrtp_en.pdf)

- Country situations which are not conducive to ensuring NSA and local authority involvement.
- Populations out of reach of mainstream services and resources, excluded from Policy-making processes.

**Current Opportunity:** A global thematic call (Reference 129202) has been made for proposals to support the actions of local authorities (LAs) to promote an inclusive and empowered society. Proposals may include actions to improve living conditions (with particular attention to innovative service delivery or service delivery in difficult/out-of-reach environments); to strengthen citizens' participation through interaction with local population/grassroots organisations in the elaboration and implementation of participatory local development plans/participatory budgets; to build the capacity of local authorities and local government associations at national, regional and international levels; and to exchange experiences between LAs and/or LA associations in order to strengthen partnerships, associations and networks (North-South and South-South) of LAs.

The total funding available for actions in Africa, Caribbean and Pacific (ACP) countries is €9.3m. Grants may be between €0.5m and €1.5m.

Concept notes must be submitted by 25 February 2010. A funding decision is envisaged by 25 June 2010.

### **DCI-Food security**

The objective of this thematic programme<sup>16</sup> (2007-2010) is to improve food security for the poorest and most vulnerable populations through a set of actions which ensure overall coherence, complementarity and continuity of EU assistance, including in the transition from relief to development (LRRD). It has an annual budget of around €240m.

It explicitly identifies pastoralists as one of the most chronically food-insecure populations in the world. It also explicitly states that acute and chronic disasters exacerbate food insecurity, while hunger and poverty, in turn, can provide fertile ground for conflict and prevent adequate preparedness for disasters.

The strategic priorities of this programme which are relevant to DRR and pastoral communities include:

- Linking information and decision making to improve food security response strategies.

---

<sup>16</sup> [http://ec.europa.eu/development/icenter/repository/thematic\\_strategy\\_2007\\_foodsec\\_en.pdf](http://ec.europa.eu/development/icenter/repository/thematic_strategy_2007_foodsec_en.pdf)

This component aims to strengthen national and regional stakeholders' capacities to produce and analyse food security information, with a view to designing effective response strategies to prevent food crises and reduce chronic food insecurity.

- Addressing food security in exceptional situations of transition...to link relief, rehabilitation and development, through protecting and recovering livelihood assets while improving self-reliance and crisis prevention. A significant portion of the strategy is dedicated to implementation of the programme in Africa, with a focus on the following actions:

*For Disasters and Risk Reduction:* scaling up the use of market-based instruments to reduce risks related to food price and producer income; and capitalising on lessons learnt from risk reduction instruments and systems, including safety net programmes, food security reserves.

*For policy development:* improving food security-related governance.

*For sustainable management of natural resources.*

Potential implementing partners are identified as: international organisations (such as the World Bank, FAO and WFP), plus continental (AUC, NEPAD) and regional organisations that can play a role in the coordination.

There are no current calls for proposals which are relevant for disaster risk reduction in pastoral areas.

### **DCI-Investing in People**

The annual budget for the programme<sup>17</sup> is around €150m, of which 59% is earmarked for 'health for all', 13% is for education, knowledge and skills, 6% is for gender equality and 22% is for social cohesion, youth and children, and culture.

Of greatest relevance to pastoralist societies may be the programme's focus on promoting equal access to quality primary education among boys and girls and children from hard-to-reach groups, as well as on creating conditions for improving access to vocational and skills training.

Some priorities of the Health for All programme may also be relevant for pastoral communities, for example:

Current Opportunity: Under the 'Health for All' sub-theme, a global thematic call (Reference 129196) has been made for proposals from not-for-profit and non-State actors to enhance the

---

<sup>17</sup> [http://ec.europa.eu/development/icenter/repository/thematic\\_strategy\\_2007\\_invpeop\\_en.pdf](http://ec.europa.eu/development/icenter/repository/thematic_strategy_2007_invpeop_en.pdf)

capacity and advocacy skills of civil society organisations and other non-State actors in the area of human resources for health (HRH) issues, including advocacy for policy development, implementation and monitoring. The priority countries include Ethiopia, Kenya and Uganda.

The total funding available globally for this call is will be between €6.5 and €14.5m, depending on a potential allocation from the 2010 budget. Grants may be between €0.3m and €1.5m.

Concept notes must be submitted by 8 January 2010. A funding decision is envisaged by 14 April 2010.

### **Directorate General European Community Humanitarian Office (ECHO)**

DG ECHO has specifically promoted disaster risk reduction in Horn and East Africa since 2006, when it launched the The Greater Horn of Africa Drought Preparedness Programme. Unlike traditional ECHO programmes, this intervention aims to alleviate the impact of recurrent drought cycles on vulnerable local communities in the arid and semi-arid lands of Djibouti, Eritrea, Ethiopia, Kenya, Somalia and Uganda by preparing water sources and general livelihood interventions, as well as promoting early warning and contingency planning for drought.

In 2006 the funding Decision allocated €10 million for such purposes; in 2008, a second Decision set aside a further EUR 30 million for the same target area; in 2009 a third Decision was made, for €10 million, including an allocation of €1m to coordinate partners' operations and increase advocacy on drought risk reduction in the drought affected areas of the Greater Horn of Africa. It is likely that this innovate ECHO programme will be continued from 2010

•  
In 1996 DG ECHO opened a specific programme, DIPECHO (Disaster Preparedness ECHO) dedicated to disaster preparedness. In July 2008, the first DIPECHO Action Plan for an African region (Southern and East) was launched, with a budget of €5m, to fund local capacity building, institutional strengthening, early warning systems, grain reserves and stocks of relief items, small-scale mitigation works, advocacy and risk education.

It is not yet known if DIPECHO will open a call for proposals for Horn and East Africa.

#### **5.3.2.5 Over the past three years funding decisions relevant to pastoralists in East Africa have specifically sought to reduce disaster risk**

Given the multi-sectoral nature of disaster risk reduction programming, it is not possible within the timeframe of this study to review the history of all funding instruments and thematic programmes to identify decisions which reduced risk or vulnerability in pastoral communities of East Africa.

It is possible, however, to highlight a sample of large, high profile funding decisions which indicate the commitment of various instruments of the EU to disaster risk reduction in pastoral areas of East Africa:



- DG ECHO Regional Drought Decision to support disaster risk reduction in Kenya, Uganda, Ethiopia, Djibouti, Eritrea and Somalia, worth over €40m from 2006-2010.
- European Development Fund allocation of €18m from its contingency line to support a scale up the Productive Safety Nets Programme in Ethiopia.
- European Development Fund allocation of €9m to the National Drought Contingency Fund in Kenya.

## 5.4 Analysis of Global Fund for Disaster Reduction and Recovery (GFDRR) funding policies and practices relevant to Drought Risk Reduction in Pastoral communities of Horn and Eastern Africa

### 5.4.1 Summary Table

- Positive
- Negative
- Key current process

<b>Integration/mainstreaming of DRR/DRM into policies and strategies</b>
<ul style="list-style-type: none"> <li>• Mainstreaming of DRR is not necessary - GFDRR was created specifically to support national and regional efforts towards globally agreed disaster risk reduction goals, as stated in the priorities of the Hyogo Framework for Action.</li> </ul>
<b>Availability of funding for DRR/DRM in pastoral areas</b>
<ul style="list-style-type: none"> <li>• Funds available for national and regional governmental initiatives (including for drought and for pastoral areas) through Tracks I, II and III</li> <li>• Funds available for civil-society initiatives (including for drought and for pastoral areas) through Track II, South-South Cooperation</li> <li>◦ Ethiopia is among priority countries, but Kenya and Uganda are not.</li> <li>◦ Focus on grants to governments, with limited options for civil society organizations</li> <li>◦ No criteria to target vulnerable or marginalised groups within disaster-prone countries?</li> </ul>
<b>Upcoming Opportunities</b>
<ul style="list-style-type: none"> <li>➤ A South-South call is due mid-2010 but priorities have not yet been set</li> </ul>
<b>Key Contacts</b>
<p>Saroj Kumar Jha, GFDRR Manager, <a href="mailto:sjha1@worldbank.org">sjha1@worldbank.org</a>            Katalin Demeter, South-South Cooperation Team Leader, <a href="mailto:kdemeter@worldbank.org">kdemeter@worldbank.org</a>            Shyam KC, Manager of South-South Cooperation Fund, <a href="mailto:skc@worldbank.org">skc@worldbank.org</a></p>

## **5.4.2 Analysis against benchmarks established for the project**

### **5.4.2.1 The donor's overall strategy recognizes the relationship between disaster risk, poverty and sustainable development**

The Global Facility for Disaster Reduction and Recovery (GFDRR) is a partnership of the International Strategy for Disaster Reduction (ISDR) system, which was established in 2006 to support the implementation of the Hyogo Framework for Action (HFA) and ensure that disaster risk reduction becomes an integral part of national, regional and the global development agenda. It is managed by the World Bank on behalf of the partner countries.

As defined in the Partnership Charter (which was adopted in 2007), GFDRR's mission is to mainstream disaster risk reduction and climate change adaptation in country development strategies by supporting a country-led and managed implementation of the HFA.

### **5.4.2.2 Disaster risk reduction is explicitly integrated into the donor's policy framework/suite (DRR, environmental, food security, humanitarian policies etc)**

GFDRR does not have sectoral policies.

### **5.4.2.3 The donor has a dedicated budget for disaster risk reduction**

Between 2008 and 2013, GFDRR expects to invest around US\$390 million (dependent on pledges and donations from donor countries) in programmes and projects to reduce disaster risk.

The new South-South partnership, launched in 2008, is expected to fund around 25% of GFDRR's overall disaster risk reduction programming between 2008 and 2013.

### **5.4.2.4 In 2009/10 funding opportunities do/will exist for reducing disaster risk for pastoralists in East Africa**

The GFDRR has three 'tracks' of funding, all of which have potential to fund drought risk reduction work in pastoralist areas of Eastern and Horn of Africa. Perhaps the greatest scope for proactive drought risk management projects is in Track II, particularly through the South-South partnership initiative.

#### **Track I**

Track I is implemented by the ISDR Secretariat. It supports ISDR regional processes to implement the Hyogo Framework for Action through strengthening relevant Global and Regional

Partnerships. Activities must be in line with the ISDR joint work plan<sup>18</sup> but may be proposed by any interested party (governments, NGOs, regional bodies, research institutes and other organizations). ISDR has its regional office in Nairobi and is interested in forging regional partnerships with international NGOs and other regional organizations to fulfil the commitments in its workplan to enhance advocacy, partnerships and knowledge management for mainstreaming disaster risk reduction; standardize and harmonized disaster risk reduction tools and methodologies; and improve coordination, coherence of actions and communication among ISDR system's partners to support Hyogo Framework for Action implementation.

## **Track II**

Track II supports the mainstreaming of disaster risk reduction and climate change adaptation into national policy and strategy development, as well as for pilot national and sub-national initiatives. Specifically, Track II funds may be used for capacity building, development of risk reduction tools and methodologies, and knowledge generation and sharing.

From 2009 onwards, GFDRR will focus 80% of funding from Track II on 20 priority countries, of which 9 are African, including Ethiopia. The list of priority countries is dynamic and will be reviewed at least every two years by the Consultative Group, based on disaster risk reduction and vulnerability assessments. The remaining 20% of funding can be allocated to any countries, but will favour projects which promote innovation in disaster risk reduction.

## **South-South Partnership**

The South-South partnership programme which aims to catalyze strong inter-country relationships between low and middle-income countries of the South to collaborate on disaster reduction and climate change adaptation mainstreaming.

The South-South initiative supports two types of partnership: *enabling partnerships*, which bring together policy makers and practitioners to contribute to the creation of a supportive policy and financing environment for effective programming; and *executive partnerships*, which focus on the specific implementation aspects of risk reduction. During the 2008-2010 phase, partnerships are encouraged in the following areas:

- Building safer, resilient communities;
- Financial risk sharing mechanisms;
- Legislation and public policy development;
- Risk assessment methods and systems;

---

<sup>18</sup> This is approved annually by the Consultative Group of the GFDRR.

- Early warning and emergency preparedness;
- Post-disaster needs assessment and recovery;
- Information, education, and communication approaches;
- Risk mitigation related to specific hazards, or particular settings such as urban locations and small islands.

Most South-South partnerships have two or more ‘principal members’ from disaster-prone low- and middle-income countries. ISDR system partners are welcomed as ‘accompanying members’ whose role is to provide additional financial and technical support.

Proposals are accepted twice per year, between June 1-30 and December 1-31, for grants of up to a maximum value of US\$500,000.

### **Track III**

Track III provides support in the form of technical assistance and funding to national governments to fast-track disaster recovery that incorporates risk reduction.

#### **5.4.2.5 Over the past three years funding decisions relevant to pastoralists in East Africa have specifically sought to reduce disaster risk**

Four multi-country capacity-building initiatives (worth \$395m and \$439m) implemented in Africa since 2007 have included the participation of representatives from East African countries with pastoral populations, although it has not been possible during the timeframe of this project to assess the relevance or impact of these initiatives for pastoral communities:

1. Representatives of Ethiopia and Kenya participated in a process to develop a national strategic framework for DRR, in a project costing \$395m.
2. Representatives from Ethiopia, Kenya and Uganda took part in a climate modeling and risk management project for which \$439m was allocated.
3. Representatives from all countries in the region were invited to participate in a drought and flood preparedness workshop and hazard management training.

Ethiopia has received grants for three projects which potentially reduce disaster risk for pastoral communities: the first, to mainstream disaster (drought) risk reduction into national nutrition and health strategies, worth \$250m; and the second, with WFP, to develop a weather risk management framework using weather-based indices, worth \$330m.

**5.5 Key Information: Donor Policies**

DFID	CIDA	European Union	GFDRR
<b>Integration/mainstreaming of DRR/DRM into policies and strategies</b>			
<p>White Paper (2009) integrates DRR measures within high-priority CCA plans for investment in knowledge development, agricultural research, water resource management and social protection strategies. Also reaffirms commitment to invest 10% of response funding to DRR.</p> <p>Nutrition Strategy (due 2009) likely to include objectives and measures relevant to disaster-prone regions.</p> <p>Specific DRR Policy (2006) with qualitative and quantitative commitments for mainstreaming and stand-alone DRR actions. Also incorporates all aspects of drought risk management framework.</p> <p>Humanitarian Policy (2006) in synergy with DRR policy, commits to earlier engagement to reduce vulnerability, and includes social safety net measures as an appropriate humanitarian response.</p>	<p>DRR is <b>not</b> mainstreamed into strategies for Sustainable Development (2007-09), Food Security (2009) or Humanitarian Assistance Guidelines</p> <p>A separate DRR policy/strategy does <b>not</b> exist.</p>	<p>European Consensus on Development promotes DRR as a ‘component’ of sustainable development</p> <p>European Consensus on Humanitarian Aid includes disaster preparedness measures; the related Action Plan proposes the formulation of a DRR strategy and tools.</p> <p>EU DRR strategy clearly states an intention to mainstream DRR into all EU policies, and to use all funding instruments for its purpose. It is aligned with the Hyogo Framework for Action and includes all four key areas of the Drought Risk Management Framework promoted by UNISDR.</p> <p>The consultation process for the proposed agriculture and food security policy framework includes DRR issues.</p> <p>DRR is <b>not</b> yet prioritized in the EU-Africa Strategy</p>	<p>GFDRR was created specifically to support national and regional efforts towards globally agreed disaster risk reduction goals, as stated in the priorities of the Hyogo Framework for Action.</p>

**Availability of funding for DRR/DRM in pastoral areas of Ethiopia, Kenya and Uganda**

<p>Increasing commitments to government-led social protection schemes in pastoral areas of Kenya, Ethiopia and Uganda.</p> <p>Continued availability of 10% of disaster/drought response funding for DRR.</p> <p>Potential availability of funding linked to implementation of nutrition strategy.</p> <p>Potential availability of funding for DRR/DRM advocacy and innovation through CHF.</p> <p>Potential for DRR investments through Environmental Transformation Funds and Africa Enterprise Challenge Fund.</p> <p>Programme Partnership Agreement (PPA) permits DRR actions.</p>	<p>Ethiopia recently selected as a priority country for development assistance, with a focus on food security/agriculture and governance/capacity building, in support of the Ethiopia NDP.</p> <p>Recent investment of \$85m to Ethiopia's Productive Safety Net Program from 2008 to 2013, including pastoral areas</p> <p>Kenya and Uganda are <b>not</b> among selected priority countries, but may still received humanitarian assistance in the event of a humanitarian crisis.</p>	<p>10<sup>th</sup> European Development Fund budget for Africa, Caribbean and Pacific countries includes €180m for DRR and €40m for CCA.</p> <p>ECHO has implemented Regional Drought Decisions for the Greater Horn of Africa since 2006, including €10 in 2009.</p> <p>The Country Strategy Papers (CSPs) for Kenya and Ethiopia, funded by the EDF, include budget allocations for Safety Nets programme in Ethiopia and the National Drought Initiative in Kenya.</p> <p>Thematic programmes for Non-state Actors and Local Authorities; Food Security; Environment &amp; Natural Resources and Investing in People offer scope for DRR in pastoral areas.</p> <p>DIPECHO funding is <b>not</b> yet available for Horn and East Africa</p>	<p>Funds available for national and regional governmental initiatives (including for drought and for pastoral areas) through Tracks I, II and III.</p> <p>Funds available for civil-society initiatives (including for drought and for pastoral areas) through Track II, South-South Cooperation</p> <p>Ethiopia is among priority countries.</p> <p>Kenya and Uganda are <b>not</b> among priority countries.</p>
--	---	--	--

**Contacts**

<ul style="list-style-type: none"> <li>- Moazzam Malik, Director, Conflict and Humanitarian Division</li> <li>- Joy Hutcheon, Director, East and Central Africa</li> <li>- Lisa Pereira, Humanitarian Specialist, CHASE OT, <a href="mailto:l-pereira@dfid.gov.uk">l-pereira@dfid.gov.uk</a></li> <li>- Hugh Scott, AECF Director, <a href="mailto:hugh.scott@aecfafrica.org">hugh.scott@aecfafrica.org</a></li> <li>- Jemima Gathumi, AECF Grants Manager <a href="mailto:jemima.gathumi@aecfafrica.org">jemima.gathumi@aecfafrica.org</a></li> <li>- Tim Leyland, Agriculture Research Team, Policy and Research Division, <a href="mailto:t-leyland@dfid.gov.uk">t-leyland@dfid.gov.uk</a></li> <li>- Andrew Steer, Director of Policy and Research, <a href="mailto:a-steer@dfid.gov.uk">a-steer@dfid.gov.uk</a></li> <li>- Nick Dyer, Director of Policy, <a href="mailto:n-dyer@dfid.gov.uk">n-dyer@dfid.gov.uk</a></li> </ul>	<ul style="list-style-type: none"> <li>- Stephen Salewitz, Deputy Director of Humanitarian Affairs, Humanitarian Assistance Division, <a href="mailto:stephen.salewicz@acdi-cida.gc.ca">stephen.salewicz@acdi-cida.gc.ca</a></li> <li>- Louise Laliberte, Director of Ethiopia Programme, <a href="mailto:louise.laliberte@acdi-cida.gc.ca">louise.laliberte@acdi-cida.gc.ca</a></li> </ul>	<ul style="list-style-type: none"> <li>- Tom Vens, Desk officer for Ethiopia; Aloys Lorkeers, Desk officer for Kenya; Maria-Paola Piazzardi, Desk officer for Uganda, EU Africa Directorate, DG Dev, Brussels</li> <li>- HE Eric van der Linden, Head of EU Delegation in Nairobi</li> <li>- Jeremy Lester, Head of Unit, Relations with countries and regions of East Africa, Horn of Africa and Indian Ocean, EU Africa Directorate, DG Dev Brussels</li> <li>- Johannes Luchner, Head of Unit, General Policy Affairs and Disaster Preparedness, ECHO, Brussels: +(32) 2 2968811</li> <li>- S Cerrato, Head of the Disaster Risk Reduction/Disaster Preparedness Sector, ECHO, Brussels</li> <li>- K Albrecht, Sustainable Management of Natural Resources, and Food Security, DG Dev, Brussels</li> </ul>	<ul style="list-style-type: none"> <li>- Saroj Kumar Jha, GFDRR Manager, <a href="mailto:sjha1@worldbank.org">sjha1@worldbank.org</a></li> <li>- Katalin Demeter, South-South Cooperation Team Leader, <a href="mailto:kdemeter@worldbank.org">kdemeter@worldbank.org</a></li> <li>- Shyam KC, Manager of South-South Cooperation Fund, <a href="mailto:skc@worldbank.org">skc@worldbank.org</a></li> </ul>
--	---	---	---



## 6. SUMMARY OF BASELINE POSITION

### 6.1 Introduction

This section provides a broad overview of the policy environment in which the REGLAP seeks to reduce the increasing vulnerability to drought experienced by Pastoralists in Horn and East Africa. It presents the key areas of similarity and the principal differences between the policies of national governments, regional governmental bodies and donor institutions, and highlights their relative strengths and weaknesses in relation to recognized 'good practice' in drought risk reduction<sup>19</sup>.

This section does not pretend to include the level of detail required for monitoring the project's results and impact, nor for designing and delivering the project's advocacy strategy, for which the full baseline position for each actor should be used.

### 6.2 Summary of National Policies

The principal development policies of Ethiopia, Kenya and, to a lesser extent, Uganda include commitments which could potentially reduce the underlying causes of vulnerability of pastoralists to drought.

Within their **economic** growth plans, each of the three countries prioritizes initiatives for the livestock sector, which include improved veterinary services and water supply, support for the commercialization of livestock, and opportunities to develop manufacturing and marketing of livestock products. In the Ethiopia and Kenya plans, pastoralist areas are explicitly targeted for implementation of livestock-related initiatives. In all three countries, major investments in road infrastructure linking pastoral or arid and semi-arid lands to established trade routes and centres underpin the economic growth plans. As the chronic lack of infrastructure and services to support pastoralists' livelihoods has been one of the most significant factors perpetuating their economic vulnerability to drought, the planned actions signal a promising change in policy direction for all three of the countries.

In the **social** sector, Ethiopia and Kenya include plans to improve health and education services and adapt them to pastoral needs, through provision of a mobile service and training for health and education workers from pastoral communities. As low literacy levels and higher morbidity rates make pastoralists vulnerable to change and shocks, investments in these areas have good potential to reduce drought risk for pastoralists in the medium term.

In the short term, new or expanded social protection programmes are included in the social development policies for Ethiopia and Uganda to enable chronically food-insecure households to

---

<sup>19</sup> As defined by UNISDR and described in the Hyogo Framework for Action.

build resilience and gradually strengthen their livelihoods. Similar initiatives in Kenya have been confirmed by other sources although they are not explicitly included in the Vision 2030 document.

In terms of **governance**, all three countries promote the continuation of a decentralized model that, among other benefits, facilitates people-centred drought preparedness and facilitates the development of institutional capacities for drought risk reduction at the local level. The Ethiopia plans explicitly states that local and district-level planning will be carried out through traditional institutions in pastoral areas of Ethiopia.

A commitment to promote increased clarity around **land rights** is also mentioned in each of the three plans, although Ethiopia is the only country to indicate good practice in specifically acknowledging traditional land rights in pastoral areas. It is possible, however, that plans to clarify land rights may become a double-edged sword if pastoralists' interests are not duly represented in claim and settlement processes

Regarding **environmental** policy, which is of particular importance to pastoral communities and their livelihoods depend on access to natural resources, both Ethiopia and Kenya prioritize reforestation. In Uganda the focus lies on conflict-sensitive management of trans-boundary natural resources.

Specific **disaster risk reduction and disaster management** commitments within the main development policies of Ethiopia and Kenya focus on the creation and strengthening of drought early warning systems and improved climate monitoring and forecasting capacities to facilitate early action.

Notwithstanding the above-mentioned 'good practice' aspects of these policies, they have significant drawbacks in common:

Firstly, there is a risk inherent in each policy that the initiatives that are intended to benefit other sectors of the population may be detrimental to pastoralist' interests. For example, the type and location of water infrastructure in semi-arid lands could encourage in-migration of agriculturalists and sedentarisation of Pastoralists, rather than supporting the mobility which is necessary for Pastoralists to survive and thrive. Similarly, the 'comparative economic advantage' land-use policy in Ethiopia could favour non-Pastoralists if the potential economic contribution of pastoral livelihoods is not fully recognized.

This risk is linked to the second drawback, which is the lack of participation of Pastoralists in the formulation of these plans. With the exception of the Ethiopia PASDEP, Pastoralists and their representatives had minimal involvement in the design of the national development plan, and the vast majority of the Pastoralist population remains unaware of its implications and unable to influence its implementation.

Thirdly, all of the policies lack critical elements for their implementation. The NDP of Uganda is still in draft form, although the previous version (PEAP) expired in 2009; the budget for the

Kenya Vision 2030 is not readily available, and a planned, more detailed strategy to implement relevant commitments in Northern Kenya and the ASALS has not yet been approved by Parliament; although a budget exists for the PASDEP of Ethiopia, the policy still lacks detail about specific targets, timescales and locations of investments.

Fourthly, despite the vulnerability to drought which is clearly evident in all three countries, the overarching development policies lack important contingency measures, such as contingency plans and funds, to mitigate the impact of this predictable, cyclical hazard. Furthermore, the corresponding Disaster Management/DRR policies of all three countries are still in draft form, awaiting approval and the allocation of resources for their implementation.

Lastly, there are few references or linkages between the development policies and the draft disaster management policies. This suggests that the policies may have been developed in isolation, which may in turn affect the coherence of their implementation strategies and the allocation of finite national resources.

### **6.3 Summary of National Disaster Risk Reduction/Disaster Management Policies**

In general, similar strengths can be identified in the draft Disaster Risk Management policies of Kenya and Ethiopia, and to a lesser extent in the draft Disaster Management policy of Uganda.

All three policies show evidence of robust, **multi-level institutional frameworks** for disaster risk reduction/management<sup>20</sup>, with clear leadership at the Presidential and Prime Ministerial levels, and clearly defined responsibilities at all other levels. All three policies will be enforced through specific DRR **legislation**.

The Kenya NDMP and the Ethiopia NPDRM are closely **aligned with the priorities for action of the Hyogo Framework for Action** and are coherent with regional and international processes to build resilience to disasters. They also emphasise the importance of mainstreaming DRR concerns into national development policies, and therefore have the potential to catalyze multi-disciplinary coordination around drought risk reduction and address the underlying causes of drought risk for pastoralists. Similarly, the Kenya NDMP and the Ethiopia NPDRM also include commitments relating to all components of DRM, which are: policy and governance; risk identification and early warning; mitigation and preparedness; awareness and education.

All three policies refer to **funding sources and mechanisms** for DRR, although they address the issue in different ways. The Kenya NDMP and the Uganda NDPMP both state that dedicated resources will be assured to implement the policy, including provisions for contingency funding for emergency situations. While this remains an un-quantified commitment in Kenya, the Uganda policy specifies that 1.5% of consolidated national funds will be deposited in a national

---

<sup>20</sup> Unlike the DRR-oriented policies of Ethiopia and Kenya, the Uganda NDPMP focuses on disaster preparedness and response.

disaster emergency fund, for disaster preparedness and management. By contrast, the Ethiopia plan emphasises that DRR measures will be integrated into sectoral development plans and budgets.

In addition to their common strengths, the following country-specific examples of good practice and potential opportunities for pastoralists exist.

In the Ethiopia NPDRM, **monitoring and evaluation** measures, including post-disaster learning reviews to assess evaluate their implementation, are described. There are also clear processes to ensure **accountability**.

The Kenya NDMP defines a **strategic role for a multi-stakeholder national platform**, in accordance with recommended good practice based on the premise that disaster risk reduction requires the knowledge, capacities and inputs of a wide range of sectors and organizations, including those representing vulnerable population groups, such as pastoralists.

The Kenya DM policy places much greater **emphasis on drought** risk reduction. It includes a specific analysis of drought risk for Pastoralists, and the proposed institutional framework includes a working group on drought and livestock issues, thereby making the policy extremely relevant for its context. Furthermore, the proposed investment in public information, awareness and Early Warning Systems makes it particularly relevant for drought risk management.

The major drawback of all three policies is that they have not yet been approved. Any structures, funds and strategies proposed cannot be implemented until they are approved by government, appropriate legislation has been passed, and institutions have been created or adapted and budgets have been allocated. This could take a significant amount of time.

The relative visibility of pastoralists' rights and needs differs between the policies. Only the Kenya NDMP includes specific considerations and measures for pastoralists. Although the policies of Uganda and Ethiopia emphasise the multi-hazard nature of risk in their respective contexts, it cannot be denied that drought remains a major hazard to which pastoralists are one of the most vulnerable sectors of the population.

Thirdly, the limited role for civil society organizations set out in the policies of Ethiopia and Uganda raises some concerns. In the case of the former, 'humanitarian partners' are given a role in capacity building, risk assessment and inter-sectoral learning fora, but are not invited to participate in strategic planning processes. In the case of the latter, the participation of civil society organizations in DM plans is limited to district and local levels.

Finally, although the Ethiopia NPDRM stipulates measures for monitoring its implementation of the policy, all three policies lack provisions for monitoring their impact on the lives and livelihoods of the vulnerable and disaster-affected populations.

## **6.4 Summary of Regional Policies**

As also explained in Section 2, access to regional actors during the project timescale was extremely limited. For this reason, the analysis in this study centres on information that was made available on the internet. Further research is necessary, particularly on the proposed regional livestock initiatives, using the contacts identified in the inventory of regional policies.

In terms of DRM policies, at the sub-regional level IGAD is showing signs of recent progress in relevant strategy and programme development, despite not yet having a DRR policy. The strategy fully reflects HFA priorities and DRM elements. With regard to implementation, a new programme (REFORM) is being established to provide support to IGAD members on DRR and social protection issues.

At the regional level, a revised draft of the regional Programme of Action is due to be presented to the African Union for approval in 2010. This will increase the visibility of HFA 4 within the Africa Strategy, as well as clarifying roles and indicators of achievement of objectives.

## **6.5 Summary of Donor Policies**

For this study, a selection of ‘traditional’ (DFID and ECHO) and non-traditional donors (CIDA, other EU funding lines, and GFDRR) was made. In general, the analysis showed promising results in terms of the mainstreaming of DRR into their policies, and the availability of funding for drought risk reduction programming in pastoral areas of Horn and East Africa.

Both DFID and the EU have mainstreamed DRR into their overarching strategies (DFID’s White Paper for Development and the EU’s Consensus on Development) as well as having a specific DRR policy which is aligned with the HFA. Both donors have adapted humanitarian policies to incorporate a DRR approach, and both recently integrated DRR concerns into their respective consultation processes for new policies on nutrition and food security/agriculture.

By contrast, CIDA has not mainstreamed DRR into existing strategic frameworks or new strategies, such as the 2009 Food Security Strategy, despite earlier plans to do so.

A number of ‘new’ sources of funding for pastoral communities in Horn and East Africa are available from all of the donors included in this study:

In addition to the funding provided through ECHO’s Regional Drought Decisions, the EU also holds specific budget lines for DRR and climate change adaptation, some of which is allocated as contingency funds in country strategy papers, such as those for Kenya and Ethiopia. Thematic programmes for Non-State Actors and Local Authorities; Food Security; Investing in People; and Environment and Natural Resources also offer funding opportunities for DRM projects in pastoral areas. In contrast, DIPECHO, the EU’s dedicated funding line for DRR, has not yet opened up calls for Horn or East Africa.

DFID appears to be awarding increasing amounts of bi-lateral aid to government-led social protection schemes with DRR objectives in pastoral areas of Kenya, Ethiopia and Uganda. Additional funding lines include the much-cited 10% of humanitarian response funding for DRR, the annual call for innovative proposals under the Conflict and Humanitarian Fund, and DFID's Programme Partnership Agreements with British NGOs. New opportunities for DRR funding may also exist in relation to funds such as the Environmental Transformation Fund, and the Africa Enterprise Challenge Fund, and a budget for water resources management.

Despite showing little progress on DRR mainstreaming, CIDA is providing increasing amounts of funding to the government-led social protection programme in Ethiopia, which operates in drought-prone pastoral areas. However, CIDA does not hold a dedicated budget or funding target for DRR.

The GFDRR is a genre apart, as this fund was set up specifically for DRR. Funding for DRM in pastoral communities would be eligible under any of its three funding tracks (I, II and III), although Ethiopia is the only country in this study which is among GFDRR's priority countries. A relatively new fund called the South-South Cooperation has also recently been launched, to provide funding for innovative DRR-focused partnerships among developing countries. Given that effective drought or disaster risk reduction requires tackling the underlying causes of risk, a variety of funding sources offer scope for DRR/DRM programming. While some of these may be explicitly for DRR/DRM, others may have, for example, food security, natural resource management or climate change adaptation as their primary focus. In the case of the latter, well-designed advocacy efforts may enable donors to put their 'DRR mainstreaming' policies into practice.

## **7. CONCLUSIONS AND RECOMMENDATIONS**

### **7.1 Conclusions**

The current policy environment pertaining to drought risk reduction for pastoralists in certain countries of Horn and East Africa offers significant opportunities for governments, donors, pastoralist groups, NGOs and other civil society actors to develop coherent interventions to address both chronic vulnerability to drought and respond effectively to drought events.

At the national level, Kenya and Ethiopia offer greatest opportunities through the integration of drought risk reduction measures in mainstream economic development plans, complemented by tailored social service delivery for pastoralists and potentially robust institutional frameworks, principles, guidelines and funding for disaster risk reduction and response.

In Uganda, the overarching development plan may include opportunities to reduce pastoralists' economic vulnerability but details of the location and target populations to benefit from each component of the plan are required to fully evaluate this. The Ugandan government's draft policy for disaster management includes elements of good practice for disaster preparedness and response, but does not address issues of underlying vulnerability among pastoralists or other sectors of the population.

National-level plans are complemented at the sub-regional level through an IGAD programme to implement its disaster risk management strategy, and at the regional level through recent AU efforts to improve accountability mechanisms to implement the regional DRR Programme of Action.

Donor policies also offer unprecedented scope for disaster risk reduction programming, providing sufficient linkages can be made between reducing vulnerability to hazards and increasing the impact of other sectoral interventions such as water, health, food security and governance. Such opportunities, combined with increased funding for social protection, and specific funds and funding sources available for innovative or 'start-up' DRR projects, create a favourable funding environment for drought risk reduction interventions to benefit pastoralist communities in the region.

However, the ultimate test of a so-called 'enabling policy environment' is the extent to which the relevant policies are translated into actions with tangible benefits for those they are intended to assist. In order for this to happen in the Horn & East Africa context, a number of critical steps still need to be taken, as recommended in the following section.

## 7.2 Recommendations

While there are numerous policy-specific opportunities to influence change, the following **common priorities** emerge from the study as crucial ‘starting points’ for establishing an enabling policy environment for building pastoralists’ resilience to drought:

### 7.2.2 National development policies

- **Access to plans and budgets**  
Pastoralists need to know how each policy will be implemented, the budget and timeframes for different components, and the locations under consideration, in order to engage in key processes that will affect their lives.
- **Representation**  
Strong, consistent pastoralist representation in national planning processes is necessary to ensure that their customary rights and strategic needs are integrated into these. This requires advocacy from pastoralist groups and international organizations such as the INGOs, donors and the UN to forge greater political space, and institutional strengthening for pastoralist organizations to build the capacities they need to negotiate within that space.
- **Evidence of economic contribution**  
Pastoralists are both a ‘vulnerable livelihoods group’ as well as a significant economic contributor with the potential to contribute more to the national economy if enabling policies were put in place and implemented. Stronger evidence of their current and potential economic contribution would facilitate a more objective comparison of competing interests for resources or prioritization.
- **Inter-policy linkages**  
Implementing strategies for DRR and development policies should highlight the relationship between them and provide unequivocal direction for all stakeholders.

### 7.2.3 National DRR policies

- **Approval of policy, followed by creation of institutions and legislation**  
Timely finalization and approval of draft policies is a major priority.
- **Multi-stakeholder coordination**  
Active participation of civil society and governmental actors in a national platform for DRR or other multi-stakeholder forum is crucial for effective coordination between sectors and groups of stakeholders. Representative bodies of pastoralists should be encouraged to participate directly in such fora.



- **Access to implementing strategies, budgets and contingency arrangements**  
Pastoralists need to know how each policy will be implemented, the budget and timeframes for different components, and the locations under consideration, in order to engage in key processes that will affect their lives.
- **Scope of Uganda policy**  
In the case of Uganda, the policy as it stands (with its main focus on preparedness) provides limited opportunity for addressing the causal factors of risk. If the opportunity exists to revise the content, efforts should be made to broaden the scope toward DRR.

#### **7.2.4 Donor policies**

- **Promoting mainstreaming policies**  
EU and DFID approaches should be promoted as models of good practice to other donors with an interest or engagement in pastoral areas of East Africa.
- **Actioning mainstreaming policies**  
As a number of non DRR-specific funding opportunities exist, organizations should seek to convince these donors to put their mainstreaming policies into practice. This would then enable agencies to use DRR-specific funding opportunities more strategically for innovation, research and pilot projects.

### **7.3 Specific Advocacy Recommendations for REGLAP**

Given the timescale of the REGLAP project, an ‘opportunistic’ approach to advocacy is recommended, in order to direct efforts where they are most likely to generate significant results in the short and medium term. Such opportunities are, in most cases, processes which are already underway and whose decision-makers are considered to be receptive to influence from civil society actors.

The following tables present the recommended advocacy opportunities, targets and messages for REGLAP partners:

### 7.3.1 National Advocacy Priorities

<b>Ethiopia</b>	
<b>Current Opportunities</b>	<p>The draft Disaster Risk Management policy is likely to be approved in the second semester of 2010.</p> <p>A new Ministry for Disaster Risk Management and Food Security Sector (DRMFSS) within the Ministry of Agriculture and Rural Development (MOARD) has been set up, to replace the National Disaster Prevention and Preparedness Agency (DPPA).</p>
<b>Key Messages</b>	<p>The DRM policy should be explicitly articulated with national development policy on pastoralist and drought risk reduction issues</p> <p>The DRM strategy should include measures to increase public awareness of drought and local participation in drought risk management</p> <p>Once the DRM policy is approved, an appropriate forum should be established/consolidated to promote coordination between governmental and civil society actors</p>
<b>Target Audiences</b>	<p>Ministry for Disaster Risk Management and Food Security Sector (DRMFSS)</p> <p>Pastoral Areas Extension Team and Pastoral Development Coordination Team within the Ministry for Rural and Agricultural Development (MoRAD)</p>

<b>Kenya</b>	
<b>Current Opportunities</b>	<p>A Strategy for the implementation of Vision 2030 in Northern Kenya and other Arid Lands is under preparation, to accompany and be integrated into a subsequent revision of the Vision 2030 document. This strategy intends to highlight and expand relevant commitments to pastoralists.</p> <p>Formulation of National Spatial Plan and National Transport Master Plan.</p> <p>The draft NDMP is due to be presented to Cabinet for adoption in coming months. The establishment of NDM directorates will follow the adoption of the NDMP.</p>
<b>Key Messages</b>	<p>The draft Strategy for implementation of Vision 2030 in Northern Kenya and other Arid Lands should be completed, approved and integrated into the national Vision.</p> <p>Pastoralist representatives should participate in the process to plan the National</p>

	<p>Spatial Plan and the Transport Master Plan, to ensure that pastoralist's customary rights and strategic needs are integrated into these.</p> <p>Supporting and strengthening Pastoralist livelihoods could constitute a major step towards national adaptation to global climate change.</p> <p>The draft NDMP should be finalised and approved.</p> <p>The NDMP requires a budget for DRR <u>and</u> a contingency fund for disaster response.</p> <p>Linkages need to be made between Vision 2030, the NDMP and the DRR strategy.</p>
<p><b>Target Audiences</b></p>	<p>Ministry of State for Special Programmes (MOSSP): Mr. Gordon Otieno Muga, National Disaster Management Policy Focal Point (<a href="mailto:ghorduuh@yahoo.com">ghorduuh@yahoo.com</a>)</p> <p>Ministry of Northern Kenya and other Arid Lands</p> <p>Ministry of State for Provincial Administration and Internal Security (MOSPAIS)</p> <p>Ministry of Agriculture</p> <p>Ministry of Water and Irrigation</p> <p>Heads of NDRM Directorates, once appointed</p>

<b>Uganda</b>	
<p><b>Current Opportunities</b></p>	<p>The government of Uganda is in the final stages of drafting of the National Development Plan</p> <p>The Ministry for Relief, Disaster Preparedness and Management is still involved in drafting the National Disaster Preparedness and Management Policy (NDPDM)</p> <p>The National Contingency Fund for Disasters is due to be established once the NDPM Policy is approved.</p>
<p><b>Key Messages</b></p>	<p>Engagement and consultation with pastoralists will ensure the feasibility and net benefit of priority initiatives (such as the formulation of land policy, introduction of livestock disease control measures, design and construction of water infrastructure).</p> <p>Pastoral areas should be among priority regions for implementation of NDP initiatives, on account of their potential for economic growth and their current levels of vulnerability.</p> <p>DRR needs a multi-annual budget <u>and</u> a contingency fund</p>

	Early warning hardware needs to be matched with software (capacity-building, public education etc)
<b>Target Audiences</b>	<p>Sectoral working groups for Agriculture and Trade, Transport, Water Management, Social Protection and Disaster Management</p> <p>Ministry for Disaster Management: Mr. T Kabwegyere, Minister in Charge of Relief and Disaster Preparedness; Mr. M Ewuru, Minister of State in Charge of Relief and Disaster Preparedness; Ms Rose Bwenvu, Disaster Preparedness Coordinator, Ministry for Disaster Management</p>

### 7.3.2 Regional Advocacy Priorities

<b>IGAD</b>	
<b>Current Opportunities</b>	<p>Recent launch of REFORM Programme for DRR and Social Protection</p> <p>IGAD Strategy formulation from 2009 (current strategy runs 2004-2008)</p>
<b>Key Messages</b>	<p>The institutional strategy from 2009/10 should integrate DRR objectives and the REFORM programme.</p> <p>A DRR policy should be agreed.</p> <p>Information about the DRM aspects of the REFORM programme should be made available to interested stakeholders.</p> <p>Pastoral issues should be integrated into the Environment Policy</p>
<b>Target Audiences</b>	<p>Humanitarian Affairs Section, IGAD Secretariat: Mr. Keflemariam Sebahtu, Coordinator for DRR</p> <p>Division of Environment and Natural Resources.</p>

### 7.3.3 Donor Advocacy Priorities

<b>DFID</b>	
<b>Current Opportunities</b>	<p>Launch of new Nutrition Strategy</p> <p>New (2009) White Paper details still in process of clarification</p>

	Expansion of Social Protection programmes in Ethiopia, Uganda and Kenya
<b>Key Messages</b>	<p>Climate change adaptation plans and programmes need to explicitly include DRR</p> <p>Policy for implementation of White Paper commitments to water resources management should include DRR</p> <p>Monitoring and evaluation framework for social protection programmes should include indicators of drought risk reduction and increased resilience to drought among beneficiary populations.</p>
<b>Target Audiences</b>	<p>Moazzam Malik, Director, Conflict and Humanitarian Division: tel +44 20 7023 0776</p> <p>Joy Hutcheon, Director, East and Central Africa: tel =44 20 7023 1269</p> <p>Lisa Pereira, Humanitarian Specialist, Conflict, Humanitarian and Security Department, Operations Team (CHASE OT), <a href="mailto:l-pereira@dfid.gov.uk">l-pereira@dfid.gov.uk</a></p> <p>Hugh Scott, AECF Director, <a href="mailto:hugh.scott@aecfafrica.org">hugh.scott@aecfafrica.org</a></p> <p>Jemima Gathumi, AECF Grants Manager, <a href="mailto:jemima.gathumi@aecfafrica.org">jemima.gathumi@aecfafrica.org</a></p> <p>Tim Leyland, Agriculture Research Team, Policy and Research Division, +44 207 023 0904, <a href="mailto:t-leyland@dfid.gov.uk">t-leyland@dfid.gov.uk</a></p> <p>Andrew Steer, Director of Policy and Research, <a href="mailto:a-steer@dfid.gov.uk">a-steer@dfid.gov.uk</a></p> <p>Nick Dyer, Director of Policy, <a href="mailto:n-dyer@dfid.gov.uk">n-dyer@dfid.gov.uk</a></p>

<b>CIDA</b>	
<b>Current Opportunities</b>	<p>Launch and roll-out of 2009 Food Security Strategy</p> <p>Expansion of Safety Nets Programme in Ethiopia</p>
<b>Key Messages</b>	<p>DRR should be integrated into the 2009 Food Security Strategy</p> <p>DRR should be integrated into humanitarian policies and tools</p>
<b>Target Audiences</b>	<p>Stephen Salewitz, Deputy Director of Humanitarian Affairs, Humanitarian Assistance Division, <a href="mailto:stephen.salewicz@acdi-cida.gc.ca">stephen.salewicz@acdi-cida.gc.ca</a></p> <p>Louise Laliberte, Director of Ethiopia Programme, <a href="mailto:louise.laliberte@acdi-cida.gc.ca">louise.laliberte@acdi-cida.gc.ca</a></p>

<b>EU</b>	
<b>Current Opportunities</b>	<p>Process to produce a revised/new strategy for the European Consensus on Development (post 2010, when current strategy expires)</p> <p>Drafting of an updated Africa strategy (post 2010, when current strategy expires)</p> <p>Consultation process (to 09/01/10) for EU policy framework to assist developing countries addressing agriculture and food security challenges.</p> <p>Global thematic call (Reference 129202) for projects to support the actions of local authorities (LAs) to promote an inclusive and empowered society</p> <p>Global thematic call (Reference 129196) for proposals from not-for-profit and non-State actors to enhance the capacity and advocacy skills of civil society organisations and other non-State actors in the area of human resources for health.</p>
<b>Key Messages</b>	<p>Updated/new Africa Strategy should explicitly include DRR</p> <p>Thematic and humanitarian funding opportunities should implement DRR mainstreaming commitments</p>
<b>Target Audiences</b>	<p>Tom Vens, Desk officer for Ethiopia, EU Africa Directorate, DG DEV, Brussels.</p> <p>Aloys Lorkeers, Desk officer for Kenya, EU Africa Directorate, DG DEV, Brussels</p> <p>Maria-Paola Piazzardi, Desk officer for Uganda, EU Africa Directorate, DG DEV, Brussels</p> <p>HE Eric van der Linden, Head of EU Delegation in Nairobi</p> <p>Jeremy Lester, Head of Unit, Relations with countries and regions of East Africa, Horn of Africa and Indian Ocean, EU Africa Directorate, DG Development, Brussels</p> <p>Johannes Luchner, Head of Unit, General Policy Affairs and Disaster Preparedness, ECHO, Brussels</p> <p>S Cerrato, Head of the Disaster Risk Reduction/Disaster Preparedness Sector, ECHO, Brussels.</p> <p>K Albrecht, Sustainable Management of Natural Resources, and Food Security, DG Development, Brussels.</p>

<b>GFDRR Advocacy Strategy</b>	
<b>Current Opportunities</b>	None identified
<b>Key Messages</b>	Increased funding opportunities are needed for non-governmental organizations and civil society organizations to implement DRM programmes, given that governments often lack the capacity to reach local and community levels.
<b>Target Audiences</b>	Saroj Kumar Jha, GFDRR Manager, <a href="mailto:sjha1@worldbank.org">sjha1@worldbank.org</a> Katalin Demeter, South-South Cooperation Team Leader, <a href="mailto:kdemeter@worldbank.org">kdemeter@worldbank.org</a> Shyam KC, Manager of South-South Cooperation Fund, <a href="mailto:skc@worldbank.org">skc@worldbank.org</a>

END OF REPORT

---

THIS PAGE WAS LEFT INTENTIONALLY IN BLANK