Strengthening Pastoral Livelihood Resilience through Adaptive Social Protection in Ethiopia: Evidence from the Somali Region

Prepared for the International Conference on
Climate Change, Pastoralism & Resilience Building

Jigjiga International Hotel, Jigjiga
October 3 & 4, 2019

Getahun Fenta (PhD), Addis Ababa University
&
Belay Womber (Asst. Prof), Jigjiga University

Presentation outline

- Pastoralism, climate change & livelihoods
- Three social policy frameworks
- Adaptive social protection
- The problem & objectives
- Research methodology
- Preliminary findings
- Conclusion & the way forward

Pastoralism, climate change & livelihoods

- Pastoralism is a livelihood system for more than 12 million (12-15%) people in Ethiopia (CSA, 2013).
- About 60% of the Ethiopia's land area is considered to be under pastoral production.
- However, pastoralism has been facing many socioeconomic, political & environmental challenges.
- Pastoralists have been increasingly particularly vulnerable to CC related hazards & other shocks.

Climate change.....cont'd

- CC has resulted in loss of livestock & decline in crop production leading to food insecurity & rampant poverty among the pastoralists.

- E.g., in the Somali Region, the 2015 'El Nino' caused drought has led to the use of negative coping mechanisms:

  - Selling livestock below market rates, using household food for animals, selling assets, withdrawing children from school & sending them to work & migration (Mercy Corps, 2017).

- This drought has also led to crop loss & poor livestock conditions, migration, disruption of education & other basic services.

Climate change.....cont'd

- The pastoral areas have under-exploited development potential & together with enabling policies, CC can be adapted to & development can be achieved in PAs.

- With the right policies, investment & support, pastoralism is a good adaptation path in areas of increased CC & variability.

- There has been a practice of designing policies & projects that help most vulnerable section of a society to adapt climate related disasters (Heltberg et al., 2010).

- Three social policy frameworks- SP, DRR & CCA.

Three social policy frameworks

- **SP:**
  - Transfer income or assets to the poor to protect them against livelihood risks & enhance their socioeconomic status.
  - Enlarge benefits of economic growth & reduce vulnerabilities.
- **DRR:**
  - Development & application of policies, strategies & practices that minimise vulnerabilities.
  - Focuses beyond humanitarian & rehabilitation activities to reduce the risk of disasters.
- **CCA:**
  - Reducing the risks posed by CC to people's lives & livelihoods.

Adaptive social protection (ASP)

- The three policy frameworks:
  - Deal with managing risks to development from shocks while building resilient communities.
  - Make use of similar & complementary instruments including cash transfer, asset building, early warning, provision of improved crop varieties & often target the most vulnerable & chronically poor (Arnall et al., 2010).

- **The system of ASP** developed by IDS & DFID to build cost-effective & climate resilient livelihoods (Vincent & Cull, 2012).
- Refers to measures which aim to build the resilience of vulnerable people to CC by merging the basics of SP, DRR & CCA (Arnall et al., 2010).
- The logic is that synergies can be gained if SP, DRR & CCA are brought closer together(Zegler, 2012).

Adaptive social protection (ASP)

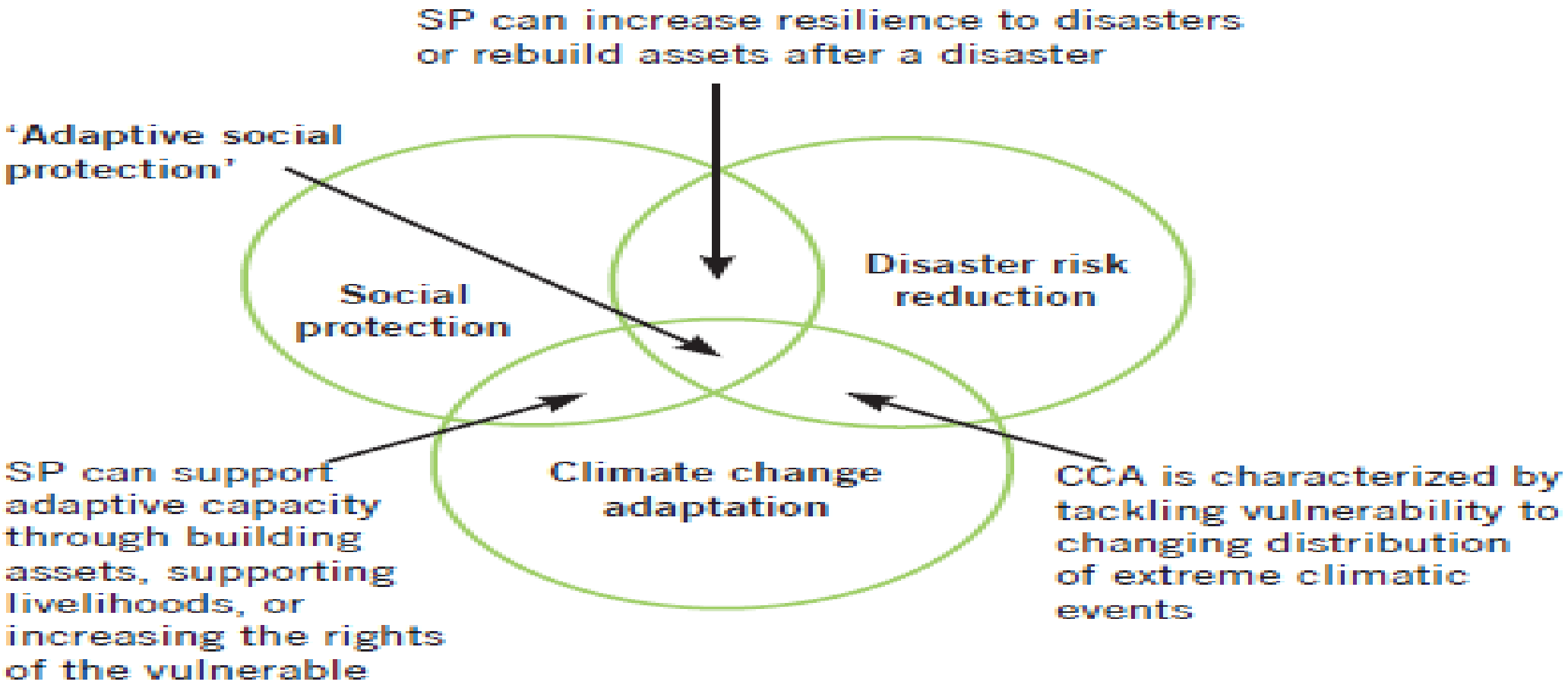

Figure 1: The Concept of Adaptive Social Protection

The problem & objectives

- The GoE has formulated many interventions in pastoral and non-pastoral areas by way of designing SP, DRR & CCC programs & projects.

- The most widely known SP program in Ethiopia is PSNP.

- Pastoral **PSNP** are not however palatable with pastoral environments as the agrarian experiences are applied there, where basic infrastructures are not well established to deliver assistance.

- Pastoral areas have also very different social dynamics making the application of agrarian experiences difficult to employ in pastoral areas.

The problem & objectives

- The **DRR** landscape in pastoral areas is composed of many programs & projects related to various phases of DRM cycle with the participation of many GOs, NGOs & UN agencies.

- Various components of PCDP-the Pastoral Livelihoods Initiative, Complementary Community Investment (CCI), the Humanitarian Response Fund & the Household Asset Building Programs are some of the programs used to mange disaster risks.

- Capacity has been built in the **CCA** interventions. E.g., the Climate Resilient Green Economy Strategy (CRGE).

The problem & objectives

- **However**, SP, DRR & CCA projects/programs in pastoral areas are multidimensional & have been managed by different government, non-government & faith based institutions (Aseffa, 2013; FDRE, 2014).

- Service provisions have gaps in terms of standards, coverage & accessibility, complementarities of programs, overlaps institutional arrangement, data management & exchange of information & relationship among different executive bodies (FDRE, 2014).

- Despite lots of interventions, the living conditions of pastoralists remain unchanged.

- The three policy frameworks will not be adequate in the long run if they continue to be applied in isolation (Bayer, 2008; Shepherd, 2008; Thoruex et al., 2009; Heltberg et al., 2009; Arnall et al., 2010).

The problem & objectives

- There are substantial advantages to looking for cross fertilization of approaches & finding ways of maximising effectiveness & efficiency while avoiding duplication of efforts & resources (Arnall et al., 2010).

- *The argument of this study is that building climate resilient pastoral livelihoods demands the greater assimilation of SP, DDR & CCA policies, programs & projects to address the needs of pastoralists and build climate resilient livelihoods.*

- The objective of this study is to explore the overlap of SP, DRR & CCA in pastoral development programmes & projects & provide an assessment of the ways in which the three framewirks are being brought together in pastoral development initiatives.

Methodology

- Qualitative approach.
- Desk-based meta-analysis of programmes & projects carried out in the Somali Region that seek to increase the resilience of pastoral livelihoods.
- Review of documents & reports of around 20 programs & projects of GOs, NGOs & International Organizations.
- The projects/programs were in different stages- some are phased out while the majority are ongoing.
- Projects/programs were classified if they were/are dealing with SP, DRR or CCA approach or a mixture of these.

Methodology

- A project is considered as SP approach if its objective is/was to protect vulnerable people from livelihood risk &/or enhanced the social status & rights of the marginalized people.
- DRR approaches were identified by the aim to prevent & reduce the risk of disasters.
- CCA approaches were examined by their aim of assisting people engaged in pastoral & agro pastoral livelihoods to cope with a changing climate.
- In addition, primary data were gathered using key KIIs (30), FGDs (8) & observation.
- Harshin & Shekosh district from Fafan Zone, Afdem, Adigala & Shinile districts form Siti zone were considered.

Preliminary findings

- PSNP & PCDP are given attention in this presentation. PCDP has wider coverage whilst PSNP operated & covers fewer places.

- Considering the objectives for which the two programs are designed, they are not entirely similar in all aspects rather they are intertwined & implemented using various implementation modalities.

- Same types of investments are in place by programs including, for example, different phases of PCDP, PSNP, DRSLP (disaster resilience sustainability & livelihood program) & RPLPR (Regional Pastoral Livelihood Resilience Project).

- Objectives supposed to be addressed by different programs with different names have similarity in terms of intervention areas & strategies except few technical arrangements.

Preliminary findings

- Though the technical language utilized in the reviewed documents showed certain degree of variation among projects/programs, the ultimate goals at the lower level fall in the same pipeline of interest.

- There are gaps in the implementations of the programs/projects & central plans.

- There are many complementary intervention identified. E.g., public works through transfer of payments & a corresponding PCDP interventions namely investment in public services infrastructure through CIF.

- PSNP beneficiaries receiving cash transfers are able to contribute labour to PCDP sub-projects as part of the community contributions in lieu of work on PSNP public works to speak with literal language.

Preliminary findings

- The other complementary intervention identified is development of supply infrastructure as per the woreda plans which implemented by both PCDP and WASH.

- When it comes to other programs like HABP, it mainly focus on identification & development of income generating opportunities for chronically food insecure HHs.

- There are also other programs like PCDP with the aim of developing viable IGAs for HHs prioritized for support through community consultations.

- HABP also focus on the promotion & capacity building of RuSACCOs, which is similar with the one implemented by PCDP.

Preliminary findings

- For PSNP & PCDP, there exists a common implementing agency at woreda & kebele levels.
- Planning for the PSNP public works & HABP, for instance, are based on community priorities formulated jointly with PCDP but not as one process.
- When programs/projects cascade to the lower level implementation units; they converge towards same shape & finally led to duplication of efforts.
- Due to parallel implementation of similar programs/projects there is loss of ownership & difficulty to identify single owner institution accountable for issues pertaining to prioritized problems.

Preliminary findings

- Discussion made with officials of NGOs and GOs indicated that the oversight bodies and implementing agencies of projects, particularly those that embrace decentralized and participatory approaches are often very similar.

- For instance, the woreda and kebele level food security task forces of PSNP & the woreda and kebele development committees of PCDP are very similar in their compositions & activities they shoulder.

- There are overlaps regarding platforms for appraisal & identification of problems & implementation, monitoring & evaluation of programs/projects involve community development bodies, local institutions & government structures.

Preliminary findings

- There are overlapping socio-economic & leadership structures & groups representing specific interests groups (e.g. women, youth).

- This affects the way how community organizations/groups organized; how they give voice to the vulnerable, transparency in their operations & internal relationships……lead for potential capture culture.

- The implementation of programs at the community level often involves kebele development committees (KDC) & the problems they are supposed to focus overlap.

Conclusion & the way forward

- Many projects & programs are more or less engaged in similar intervention strategies with the effect that pastoral life & livelihoods remain unchanged.

- There is lack of coordination between projects/programs of SP, DRR & CCA institutions, partly due to overlapping mandates, which translates into a lack of responsiveness at the local level and significant gaps in capacity.

- Significant overlaps also exist in terms of conceptual understanding, policies & program implementation of various programs & projects.

- The risk is that separate structures & processes were developed and this has led to duplication of efforts & the wastage of scarce resources.

Conclusion & the way forward

- GOs & and NGOs need to consider the possibility of joining up SP, DRR and CCA approaches when designing vulnerability-reducing interventions in the pastoral sector.

- Projects & programs promoting climate resilient livelihoods can benefit from taking an ASP approach.

Thank you for your attention!