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Ministry of Federal and Pastoral Development Affairs

A Summary of Context Analysis of Pastoral and Agro-Pastoral Areas to Enrich and Update Draft Policy and Strategy Framework



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1. INTRODUCTION

1.1 Background

The pastoral and agro-pastoral areas of Ethiopia are characterized by variable and unpredictable agro-ecology and resource endowments. Pastoralists and agro-pastoralists in Ethiopia inhabit about 63% of the country's landmass. They raise a large proportion of the national herd, estimated at 42% of the cattle, 7% of the goats, 25% of the sheep, 20% of the equines and all of the camels (IGAD, 2016). Despite the huge potential in livestock production and other resource endowment, the pastoral and agro-pastoral areas remain risk prone, with frequent collapse of livestock population, exposing the population to food insecurity. Ministry of Federal and Pastoral Development Affairs (MoFPDA) is mandated to initiate and promote policies and strategies that can reduce risks and contribute to equitable development in the pastoral and agro-pastoral areas as well as the emerging regions, to prevent and resolve conflicts, to strengthen the relationship between the regional and federal states. The policy will provide overall framework for pastoral development and guide enactment of the subsequent laws to empower the concerned ministry to undertake various development activities. MoFPDA in collaboration with Mercy Corps, the USAID, Core Advisory Team to the ministry, as well as other development partners decided to review and advance the draft policy document in July 2017. This PAP areas policy gap analysis is guided by the objectives of the assignment. The general objective was to undertake a comprehensive analysis of the development context, challenges and opportunities, emerging trends, and lessons from pastoral and agro-pastoral areas, to help the Ministry of Federal and Pastoral Development Affairs (MoFPDA) in enriching and updating the draft pastoral policy and strategy document.

1.2 Methodology

For this Policy Context Analysis, three categories of information (i.e., literature review, qualitative and quantitative data) were collected. The literature review retrieved relevant available scientific and grey literature on the topic being studied. Subjective and personal information from pastoral community members, concerned government officials, and other stakeholders was collected through qualitative approach. The primary data collection methods involved consultations and assessments of the six regional states at federal level -, and their 15 respective woredas. A total of 28 KIIs and 40 FGDs were carried out. Federal level consultations included KIIs with CAT members as well as government sectoral ministries. Regional consultations were carried out in each of the capitals of six regional states of Ethiopia: Semera, Jiggjiga, Adama, Hawassa, Assosa and Gambella of the Afar, Ethiopian Somali, Pastoral areas of Oromia, SNNPR, Benishangul –Gumuz and Gambella regions respectively.. Key informants' interviews and focus group discussions were held with experts as well as pastoral and agro pastoral communities at Woreda and kebele levels.

2. POLICY DEBATE AND ANALYSIS

Past pastoral development policies proved not effective as they were commodity focused and extractive neglecting the people and their social systems. Recent development efforts focused much on social services and livelihoods neglecting the ecology component- natural resources management, which is

not successful either., Government led industrialization efforts in the pastoral areas, and mega projects were not integrated with communities and neglected the existing livelihoods and people priorities - losses outweigh the benefits. Available research results mostly show that pastoralists' livelihood has been in a perpetual decline rather than improvement. On the one hand, the pastoral system is blamed for being ill-adapted and backward production and livelihood system, which further aggravated its own demise. Furthermore, population growth, increasing intensity of drought, neglect and inappropriate policies and a lack of investment in pastoral areas dominate recent literature as the cause of vulnerability in pastoral areas. The main question is 'how to build robust pastoral production system that is ecologically sound and socially acceptable, without compromising the socio-cultural and economic roles of livestock'. Yet the Ethiopian policy on pastoral area is still based on the concept of 'carrying capacity' that assumes stable ecosystem-neglecting the dynamics. Furthermore, policy-making is conditioned and shaped by the political, social, economic, and historical contexts, with little consideration for the local ecological context. Historically the introduction of international boundaries changed the role and influence of traditional pastoral institutions dividing well-established pastoral social, economic, and ecological units. The boundary demarcation that ignored the social, economic, and cultural similarities of inhabitants as well as indivisibility of pastoral resources redefined traditional movements as 'cross-border' movements.

In Ethiopian history, pastoral and agro pastoral communities are recognized for the first time in the 1995 FDRE constitution:

"The right to ownership of rural and urban land... is exclusively vested in the State and in the people of Ethiopia. This article affirmed that land is a common property, of the Nations, Nationalities and Peoples of Ethiopia and shall not be subject to sale or to other means of exchange." (FDRE Constitution Art. 40 (3))

Subsequently, pastoralist interests have been institutionalized in the House of Peoples' Representatives in 2002 by way of forming a Pastoralist Standing Affairs Committee that brings together all members of parliament from predominantly pastoralist constituencies. In addition, different policies were issued to accelerate pastoral and agro-pastoral area Development. Among the policy documents, the current draft policy is detail and more coherent than the previous policies that either directly or indirectly deal with pastoral area development (for instance, the 2003 rural development policy). This policy document was organized along two policy pillars in which the development strategy in the pastoral and agro pastoral areas is envisioned. The first pillar anticipates all-inclusive maximum utilization of the surface and ground water potential and other natural resources, which assumes voluntary settlement of pastoralists to pursue irrigated agriculture as main livelihood. The second pillar anticipates minimizing risk/vulnerability and building resilience of poor people to climatic shocks.

At continental level, the Pan-African policy framework on pastoral areas recognizes the critical role of livestock husbandry in the life of pastoral communities and draws attention to aspects of pastoralism that transcend national borders, such as pastoral mobility, access to market, control of livestock diseases, environment and conflict, which call for regional harmonization of policies.

3. LIVELIHOODS

The livelihood of the pastoralists has mainly been based on livestock rearing that consists of cattle, sheep, goats, and camels. Diversification has been an important part of household livelihood strategies, serving as a means of expanding and testing economic opportunities; spreading risk; building social and political networks; and dividing human, natural and physical capital across multiple sectors. If it has to ensure better livelihood, social and cultural values and the best suited production system for fragile ecosystem, mobile pastoralism requires the provision of necessary inputs and supports that reduces risks, enhances production and productivity, and penetrates high value end markets. One such input is veterinary services.

The growing high value market in Middle East and North Africa is an opportunity for pastoral producers. However, access to these and other high value end markets is constrained by food safety standards and regulations of importing countries, which pastoral producers of Ethiopia could not fulfill under the prevailing production and marketing conditions. The existing trend also shows that the local markets can easily be affected by food safety concerns. Provision of veterinary services is an important strategy for assisting pastoralists to protect their livestock and maintain the benefits of livestock ownership. The Ethiopian government has undertaken many activities, including preparation of regulatory systems, training and deployment of Community Animal Health Workers (CAHW), and publishing Minimum Standards and Guidelines for CAHW System in Ethiopia that legitimizes CAHWs.

In addition, pastoral producers need to have access to quality and sustainable feed supply for their livestock. Feed shortage in both quality and quantity is a major constraint affecting animal production in Ethiopia. Available information reveals that the country fulfills less than 70 % of its feed demand. In Ethiopia, livestock for the export market originates from pastoral areas, mainly Borana. But the region is characterized by scarcity of livestock feed that slows down growth rate, leads to low production and reproduction performance, delayed age of onset of puberty, and low conception rates. The solution to feed shortage is a complex effort and requires understanding of why past efforts have not solved the problem. This calls for understanding of fodder production and marketing in the context of whole production system- livestock production objectives, opportunities, constraints, actors, and policies.

One of the challenges is lack of designated land for fodder production or institutions that promotes fodder production and lack of legal framework for protecting fodder producing lands from encroachment by other land use practices such as urban expansion, crop production, and industrialization. In addition, there is a restriction on the movement of fodder, particularly towards the border towns and neighboring countries, which affect export of fodder where it is abundant. Feed problem is the fundamental and major causes of pastoralists' vulnerability to climate and market shocks. Shrinkage of communal grazing land exacerbated feed problem in pastoral areas. The remaining slice is threatened by land degradation caused by bush encroachment, deforestation, overgrazing, and poor farming practices. Increase in both human and livestock populations are placing additional pressure on the rangelands. Land degradation and climate change have posed risks to the lives of people living in pastoral communities. There are efforts on large scale fodder production by government in Afar region and by cooperatives in Ethiopian Somali region. The role of private sector, public private partnership for commercial fodder production and enabling policy environment for domestic as well as cross

borders/international fodder market should be explored and enhanced. Efforts to provide adequate and sustainable feed supply require well studied and coordinated effort that combines water development.

Livestock Marketing

Increasing awareness among herders to make livestock production market-driven is among the major focus areas mentioned in Rural Development Policies and Strategies of the Ethiopian Government. Currently, the marketing system faces a number of constraints. The current export market depends on the Middle East countries. Demands from those countries are seasonal and depend on religious calendar. The local market is also affected similarly by seasonality. When seasonality coincides with climate shocks, pastoralists become more vulnerable to risks. The bureaucratic requirements are heavy; an exporter has to have contacts in a range of different offices, has to spend considerable amounts on certificates and permits and uses up considerable time on these interactions. Cross border trade is regarded as illegal; the current practice of letter of credit arrangement for livestock export has several associated problems such as bureaucratic bottlenecks.

Recently government and NGOs have invested in market center development and feeder roads. Building and regularizing feed markets, improving availability of consumer goods in markets next to livestock markets, ensuring regular and strategically defined market days, and moving market transactions from dyadic negotiation to auctions were suggested earlier. In this regard, government issued live animal marketing proclamation in 2014, even though the practical implementation is still at early stage.

The provision of accurate and timely market information is vital for pastoralist producers. In addition, access to information technology is important to get information on input supply and output markets. The role of information technology such as mobile phone in livestock production and marketing is acknowledged by pastoralist producers and traders alike.

Crop Production

In some rangeland areas, opportunistic rain fed crop production as well as irrigation-based crop production has been introduced as a means of livelihood diversification. Pastoralists who lost their herd in severe droughts also resort to this way of life when they fail to rebuild their herd. Crop farming is expanding into the rangelands with concomitant decline in the grazing areas. Ecologically sound crop production should be promoted with proper land resource assessment and land use planning, market linkages for input as well as output market, without undermining pastoral mobile livestock production. Of course, crop-livestock linkage is becoming more complementary as competitive (for livestock assist crop production and crop residues are used as livestock feed).

4. DISASTER RISK MANAGEMENT (DRM)

Extended dry season and recurrent drought very often cause decline in quantity and quality of feed and shortage of water leading to decreased productivity and increased mortality of animals. During severe drought the whole herd may be decimated thereby depriving people of milk and other dairy products which are the main sources of food. This problem of food scarcity also happen to people when livestock

are moved to far off-places in search of pasture and water as these resources get depleted because of drought or even because of seasonal variation in the distribution of pasture and water.

Due to changes in the climate, Ethiopia has faced recurrent droughts across its different parts over the last decades. The country's vulnerability to climate change is further exacerbated by high levels of poverty, rapid population growth, and reliance on rain-fed agriculture. In addition, high levels of environmental degradation, chronic food insecurity, frequent natural drought cycles, etc. may also be other factors contributing to - vulnerability to climate change.

Pastoralists have developed or adopted a myriad of different strategies to survive and cope with such extreme events, which range from skipping of meals, to the consumption of wild fruits, and the selling of firewood and charcoal to livelihood diversification, engaging in petty trades, crop production, formal and informal safety nets. Many pastoralists have migrated to the urban areas, joining the cities' growing number of unskilled and unemployed labor force. Information from KII and FGD held with different community members identified drought as the top climate risk in all pastoral and agro-pastoral areas. Although the DRM policy and programs are comprehensive, the implementation according to the KII, and FGD findings is still very slow. It lacks timely EW and responses characterized by poor coordination among state and non-state actors' responses.

On the sides of government, policies have been developed to facilitate mitigation, coping, and recovery mechanisms from such events. One of the policies is the National Disaster Risk Management Policy, which seeks to reduce risks and the impacts of disasters through establishment of a comprehensive and integrated disaster risk management system within the context of sustainable development. This disaster risk management system is meant to deal with all stages of a disaster: prevention, mitigation, preparedness, response, recovery, and rehabilitation.

5. SOCIAL SERVICES IN PASTORAL AREAS

Every citizen has a right to services such as health, education, clean water and sanitation. Social services are essential to expand and diversify the livelihoods of pastoralists and enhance their ability to respond to shocks. However, social services in pastoral and agro-pastoral areas are inadequate, or inappropriate. Existing information shows that more than 70% of the social services infrastructures in pastoral and agro-pastoral areas are extensions of the services developed for sedentary population.

Regarding health services, pastoral and agro-pastoral areas of Ethiopia are said to have the least coverage. Even if health facilities are built, there are lacks of qualified staff, medicines, medical equipment, electricity, and other facilities. Ethiopian health policy, mainly focusing on the preventive aspect is comprehensive, but less specific on pastoral and agro-pastoral areas. But the intersectoral linkage and cross-border disease surveillance and control have not been given proper policy attentions.

Similarly, both access to education and education service quality in pastoral areas are said to be poor. Using education indicators, such as literacy rate, dropouts and repetitions, the pastoral areas are still

lagging behind the national average. For instance, pupil teacher ratio has shown insignificant change during 2003-2016. There is a need for flexible education policy for pastoral areas with school calendar that fits the local context. In addition, including pastoralism in the curriculum (to strongly reflect on the culture, ecology and socio-economic conditions of pastoralists) is vital to generate high interest in education and reduce school dropouts. Educational curricula should strongly reflect the pastoralist natural and social environments, mechanisms of risk survival and adaptive options in the harsh environments.

Most pastoralists and agro-pastoralists live on the periphery of the country, poorly connected to the center and emerging towns in pastoral areas. Despite recent progresses, many communities are still isolated, and have better option to trade across the border and get services from the other side of the border. Some of the regions such as Benishangul-Gumuz region have big rivers which need construction of big bridges to connect different Kebeles and woreda. However, the regional government contends that constructing bridges on such big rivers is beyond the capacity of the region. Limited road networks and lack of transport services as well as poorly developed telecommunication infrastructures are the other bottlenecks to the provision of other services such as education, health, electricity and water supply.

6. GOVERNANCE AND CAPACITY BUILDING

Despite decentralization of certain administrative aspects in post 1991 Ethiopia, policy making remained effectively centralized, mainly dominated by policy advisors and policy makers from the highland regions, with less understanding or even biased attitudes towards pastoralism. Discussion held with some regional officials in BG confirms that the centralization of certain social services such as electric power, telecommunication and revenue collection clearly constrained the provision of not only those centralized services, but also other services which depend on those listed services.

At grassroots level, there are customary settings of natural resource governance and customary institutions. The customary governance system is either clan based or includes the wider social group such as Gada system in Borana, a complex system of generational classes producing a well-trained leadership through a long ceremonial and political process. Pastoral groups such as Somali and Afar have clan and sub-clan based governance system. Findings of discussions held with the community and regional workshops reveal that pastoralists and agro-pastoralists have not been made part of the governance and policy making process. Scholars argue that lack of governance and political marginalization contribute as source of pastoralists' exposure to risks through resource alienation, insecurity and poverty. The political marginalization emanates from the way pastoralism is perceived, understood and characterized by policy makers, and development actors. The political marginalization has led to resource alienation, specifically land.

Why Mobility for Pastoralist?

Cross-border movement enables pastoralists' access water and pasture, market and other social services. But the policy and practice so far is defining cross-border movement as illegal and the focus has been on controlling the movement. In addition to its benefit to economic actors (producers,

traders, transporters, etc), legalizing cross border trade benefits the government in terms of tax revenue collection, and controlling vast borderlines which is both costly and difficult to manage.

The intention of the Ethiopian government to settle pastoralists along major rivers and piped water supply systems (as envisaged for areas without river) are said to be against the culture and production systems of pastoralists. It is often argued that complete sedentarisation is hardly the basis for a stable livelihood in the fragile ecology of pastoral and agro-pastoral areas and may even become a source of poverty as it potentially divorces pastoralist from high value commodity livestock and cause resource degradation and conflict due to confinement. In Addition to its enabling role on pastoralists' access to resources and adaptation to scarcity; mobility helps to avoid diseases and conflict.

Pastoral development in Ethiopia faces a number of capacity constraints. These capacity gaps reveal at institutional level (including facilities, resource allocation, and organizational structure), individuals that fill the institutions (skills, knowledge, and experiences), and community/individual pastoralist level to access the critical resources needed for their livelihood, manage risks, cope with changes and enhance resilience. Careful capacity-building processes can provide durable, cost-effective, and low-risk options for improving the human condition in marginal lands. There is capacity gap as well as lack of clarity on mandate for coordination of development efforts particularly at regional levels.

7. CONFLICT, CONFLICT RESOLUTION AND PEACE BUILDING

Over the past 50 years, pastoral livelihoods have been severely constrained by violent conflicts over natural resources and contested political claims. Conflict is widespread in the arid and semi-arid regions. Resource use conflict is highly prevalent in pastoral areas. Most of the conflicts have been going on over a long period of time, with very little attention paid to resolving them. Customary conflict resolution methods are either weakened or ignored. They are not intentionally supported and included in the development process to build and monitor peace among communities who share resources. In many pastoral areas conflict was identified among the top challenges to their survival. Indigenous conflict resolution and management are proven as less complex and time saving, and participating parties in conflict solve their own problems and handle their affairs in a manner relatively more acceptable to all actors. However, those institutions are either weakened or ignored in conflict resolution.

8. POLICY RECOMMENDATIONS

The policy and strategic framework recommended by this study was guided by the vision of building drought-resilient, thriving, and a modern and market-oriented pastoral and agro-pastoral production system in which livelihood support and intervention are based on agro-ecological potential tailored to community needs, with nationally and internationally well integrated economy allowing the majority of pastoralists and agro-pastoralists to sustainably realize a middle-income status. It acknowledges the two policy pillars that the MoFPDA draft policy framework is based: The first one that anticipates all-inclusive maximum utilization of the surface and ground water potential and other natural resources of pastoral and agro-pastoral areas for people, animals, irrigation, and hydro-power generation and the other that anticipates minimizing risk/vulnerability and building resilience of poor people to climatic shocks,

particularly droughts and floods, by enhancing water harvesting and saving schemes and modernizing livestock and crop production. SEGEL study evidences show that complete sedentarization is hardly the basis for a stable livelihood in the fragile ecology of pastoral and agro-pastoral areas as it can even become a source of poverty, resource degradation, and conflict in the future. Hence, our policy recommendation has also taken a clear viewpoint stating that the commune program must not be the center of the policy framework but just an option. We strongly believe that it is equally essential to positively recognize pastoral mobility as a core livelihood strategy and provide policy support since it is a key for sustainable range management as it maximizes the utilization of the spatial and temporal availability of rangeland forage resources. Based on the above basic principles, we recommend the following key policy issues and strategies to enrich the draft policy framework issued by MoFPDA in January 2017.

Policy 1: Transform the existing pastoral and agro-pastoral economy to conform to market-oriented economy.	
Strategy 1.1	Creation of conducive environment and regulatory mechanisms to develop the market system, market institutions, functional value chain, market linkages, business development services, and benefit sharing schemes (public private partnerships, cooperatives, share companies) to enhance commercialization (local and export market) and industrialization of the livestock sector thereby contributing to create job opportunity for women and youth
Strategy 1.2	Provision of context specific financial services appropriate to pastoralists
Strategy 1.3	Support utilization of innovative ICT solutions and communication services
Strategy 1.4	Formalizing and regulating cross-border livestock trade
Strategy 1.5	Discouraging crop farming in the fragile ecosystem which is rather more suited to livestock production
Strategy 1.6	Promote commercial fodder production
Policy Issue 2: Strengthening animal health service	
Strategy 2.1	strengthen community-based animal health services
Strategy 2.2	Encourage private veterinarians and attract private animal health services
Strategy 2.3	Standardize lab facilities and required professional expertise from Woreda to National Level
Strategy 2.4	Encourage use of ethno-veterinary knowledge that exists in pastoral areas
Strategy 2.5	Integrate animal health and food safety standards
Strategy 2.6	Map out livestock disease prone areas and make them known to pastoralists
Strategy 2.7	Strengthen disease related information flow which is vital for mobility and marketing decision making
Strategy 2.8	For pastoralists who are close to border areas, information flow should be coordinated from both sides of the international border. Adoption of the IGAD and AU policy frameworks may play key role in this regard
Policy Issue 3: Incentive package to attract and retain key professionals particularly at woreda level	
Strategy 3.1	Provision of free basic services such as housing, health, water, electricity, and transport
Strategy 3.2	Further education
Strategy 3.3	Special salary and benefit structure
Strategy 3.4	Long vacation period
Policy issue 4: Enhance the management of rangelands	
Strategy 4.1	Promote ecologically sound water point development and distribution to efficiently utilize

	the temporal and spatial variability in the availability of forage.
Strategy 4.2	Conduct/update comprehensive land resource mapping, land use plan development. Ensure communal land tenure security with clear and enforceable laws to overcome the loss of important dry season grazing
Strategy 4.3	Increase availability and ensure sustainable management of water resources, and rangelands
Strategy 4.4	Enhance capacity of pastoralists and local governments in rangeland management
Strategy 4.5	Collaborate with research and higher learning institutions to conduct research to improve the management of rangelands and support the proper documentation and communication of research outputs
Policy issue 5: Enhance access and provision of basic infrastructures and services	
Strategy 5.1	Provide all-inclusive appropriate basic infrastructures and services for both humans and animals. Social services shall include road networks, mobile communication, electricity, energy, and ambulance services
Strategy 5.2	Encourage private sector involvement through direct investment or through public-private partnership
Strategy 5.3	Support local people to advance into higher education by increasing the quality of education through provision of better facilities and well-trained teachers
Strategy 5.4	Pastoralism need to be appreciated by sensitizing the education/curriculum to reflect and the pastoral and agro-pastoral realities
Strategy 5.5	Promote quality education through expansion of the current school feeding programs and boarding schools
Strategy 5.6	Adapt school calendar to the pastoral and agro-pastoral context
Policy issue 6: Enhanced Resilience Building	
Strategy 6.1	DRM policy must provide due attention to raise awareness of pastoral problems among the general populace
Strategy 6.2	Incorporate sustainable commercial livestock destocking into DRR system apart from periods of drought only. Support needs to include linking traders of pastoral areas to larger facilities such as fattening and abattoirs
Strategy 6.3	Focus on feed production and appropriate water point development
Strategy 6.4	Strengthen institutional and human capacity of the pastoral and agro-pastoral areas to respond to impacts of climate change
Strategy 6.5	Diversify sources of livelihood
Strategy 6.6	Design adaptable and context specific livelihood extension services
Strategy 6.7	Support use of traditional knowledge, coping mechanisms, and reduction of sole reliance on livestock through enhancing diversification of pastoral economy
Strategy 6.8	Design mechanism to augment understanding of pastoralists and agro-pastoralists on basic Meteorology (e.g. rainfall patterns and early warning signals); Support research of matching local forecaster meteorological forecast with NMA forecast.
Strategy 6.9	Support establishment of facilities for conservation of livestock genetic resources (e.g. Borana breed, Black head sheep, etc.)
Strategy 6.10	Build capacity of pastoralists and agro-pastoralists for drought preparedness focusing on wealth and opportunity creation
Policy Issue 7: Conflict prevention and resolution	
Strategy 7.1	Support traditional and indigenous practices for safer and legally regulated and protected inter and intra-community mobility
Strategy 7.2	Strengthen and scale up community-based peace building, conflict early warning, and

	response pilots and institutionalize conflict sensitive programming and implementation-Do-no-harm approach.
Strategy 7.3	Conflict management must enhance inter-regional and inter-governmental collaboration
Policy Issue 8: Improved Capacity and Governance	
Strategy 8.1	Improved coordination between federal state and regions. Although there are positive developments there is still a need for refinements of mandates. Rectify overlapping mandates between sector ministries and the MoFPDA. Coordination is also needed with development partners
Strategy 8.2	Strengthen pastoral civil society groups, local institutions and organizations
Strategy 8.3	Enhance governance of risk management, DRR plan and woreda risk profile
Strategy 8.4	Improve governance of resource use. Legally recognize the customary land tenure and institutions which take the local condition into account. Upscale communal land use certification which is underway in Afar and Oromia, as a means of protecting pastoral user rights
Strategy 8.5	Commune program should primarily focus on pastoral drop outs, but should also be open for others, without undermining the mobile production system.
Strategy 8.6	Ensure compatibility of mega projects with pastoral and agro-pastoral way of life
Strategy 8.7	Mega projects must be inclusive and participatory in planning and management and must promote benefit sharing by making pastoralists to be shareholders of mega projects; Cost-benefit analysis, environmental and social impact assessments need to be completed for future mega projects.
Strategy 8.8	Address cross-cutting issues such as gender, HIV/AIDS, HTP, Environment and generation of disaggregated data particularly in Oromia, SNNP, Gambella, and Benishangul Gumuz where the pastoralists and agro-pastoralists make up only part of the population.