

FORUM FOR SOCIAL STUDIES

CIVIL SOCIETY AND ENVIRONMENTAL POLICY DIALOGUE



CONSULTATION PAPERS ON ENVIRONMENT No. 5

Government and Environmental Policy

Addis Ababa
January 2004

FORUM FOR SOCIAL STUDIES

CIVIL SOCIETY AND ENVIRONMENTAL POLICY DIALOGUE

CONSULTATION PAPERS ON ENVIRONMENT No. 5

Government and Environmental Policy

**Addis Ababa
January 2004**

© 2004 Forum for Social Studies and the Authors.

Cover Photos: FSS
Camera Ready Copy: Prepared by Mihret Demissew

The opinions expressed in this publication are those of the authors and do not necessarily reflect the views of FSS or its Board of Advisors.

Contents

	Pages
1. Preface.....	i
2. Introduction..... <i>Gedion Asfaw</i>	1
3. A Brief Note on the Implementation of the Environmental Policy of Ethiopia and Related Institutional issues..... <i>Kifle Lemma</i>	2
4. Why Past Environmental Rehabilitation Programs Had Limited Results..... <i>Ababu Anage</i>	13
5. Summary of Presentations and Discussions..... <i>Girma Feyissa, Rapporteur</i>	20

PREFACE

The fifth workshop of the *Civil Society and Environmental Policy Dialogue* series was held on 10 October 2003 at Semein Hotel. As usual, three panelists presented discussions on the theme of *Government and Environmental Policy*. The first panelist was Ato Kifle Lemma, a private consultant, who spoke on the implementation of Ethiopia's environmental policies. He was followed by Ato Ababau Anage of the Environmental Protection Authority and the subject of his paper was on why past environmental programs were unsuccessful. The third panelist was Ato Getachew Adem, from the Ministry of Finance and Economic Development, who discussed the issue of globalization and its impact with particular emphasis on Ethiopia. There was a general discussion at the end of the presentations.

We have published here two of the panel presentations, together with Ato Gedion's introductory remarks and a summary of the discussions from the floor as prepared by our rapporteur, Ato Girma Feyissa. Ato Getachew was unable to submit his paper for publication.

The fifth workshop was the last workshop to be organized by Ato Gedion who had served as the Coordinator of the Dialogue from the outset of the program. Ato Gedion informed the audience at the end of the discussion that he had taken up a new assignment outside the country and, while he will still keep his membership of FSS, he would be unable to carry out his responsibilities as coordinator and see the Dialogue program through to the end. FSS would like to wish him all the best in his new post. Ato Gedion's able and efficient leadership had made the Dialogue a great success and FSS will miss his involvement in the program.

**CIVIL SOCIETY AND ENVIRONMENTAL
POLICY DIALOGUE**

*Fifth Forum, October 10, 2003,
Semien Hotel*

**Introduction
Government and Environmental
Policies**

Gedion Asfaw,

Editor and Programme Coordinator

On behalf of the FSS I once again welcome you to the fifth Civil Society and Environmental Policy Dialogue Forum.

This is the fifth forum which will address issues related to government and environmental policy. The last four meetings dwelled on themes covering Environment, and Environment Change in Ethiopia, Environment, Poverty and Gender, Environmental Conflict and Economic Development and its environmental impact at which a total of twelve papers were presented. The papers presented and the proceedings of the discussions are now published in the FSS Consultation Papers No. 1, 2, 3 and 4. We hope these consultation papers will be useful references and the ideas discussed will inform decision makers.

In today's forum three papers will be presented covering a) Existing environmental policies, harmonization with other policies and public sector institutions b) Why past environmental rehabilitation programs have had limited results, c) Globalization and impacts on the Ethiopian environment.

The Environmental Policy of Ethiopia (EPE) was approved on April 2, 1997 by the Council of Ministers. The overall policy goal is to improve and enhance the health and quality of life of all Ethiopian and to promote sustainable social and economic development through the sound

management and use of natural, human-made and cultural resources and the environment as a whole so as to meet the needs of the present generation with out compromising the ability of future generation to meet their own needs.

The policy goal is strongly influenced by supra-national concepts such as the Bruntland Commission's definition of sustainable development. The Ethiopian environmental policy has also drawn concepts from international initiatives such as the UN Agenda 21, and the IUCN's Caring for Earth. It has however made a commendable attempt to adapt the principles contained in these sources to Ethiopian realities.

The policy formulation process has led to the formulation of a comprehensive federal environmental policy and the formulation by all regions regional conservation strategies. The process and the policy also gave impetus to the establishment of the Environmental Protection Authority and establishment of Regional Environmental Coordinating Committees (RECCs) in all regions.

The consultation and awareness process including initiation of training in environmental areas has resulted in the availability of a network of environmentally aware people and has led to the establishment of a sustainable environmental management training locally. An encouraging beginning has been made to put in place an environmental impact assessment system and the application of environmental economics in the country.

The policy however has also some unintended outcomes such as the creation of high expectations on the part of the public which apparently assumed for the policy to reverse the environmental conditions of the country within a short period. There is also a tendency on the part of some government institutions that environment management is now the affair of the EPA only, which will

reduce the participation of other stakeholders.

Since today is my last day with you I would like to bid you farewell and thank all of you for your cooperation and encouragement during the past months. I would like to introduce to you Ato Girma Hailu who will be the coordinator of the environmental policy Dialogue Forum from her on and request all of you to render the same cooperation you have provided me with to Ato Girma.

I sincerely thank the FSS and in particular Ato Dessalegn Rahmato for giving me the opportunity to engage in coordinating the environmental policy dialogue which has been educational and offered me opportunity to meet my friends of the FSS. With these brief remarks I welcome you all and bid you farewell again and with you a successful deliberations.

Thank you.



**A Brief Note on the Implementation
of the Environmental Policy of
Ethiopia and Related Institutional
Issues**

Kifle Lemma, Environmental Lawyer

1. Introduction

The purpose of this short note is not to evaluate the implementation of the Framework Environmental Policy and other related Sectoral Policies of Ethiopia. That kind of exercise is a huge and complex task that has yet to be carried out. The note is only intended to examine the implementation status of some of the major policy prescriptions as possible indicators of the kinds of challenges and problems faced in the course of such implementation.

2. Conceptual Evolution of Modern Environmental Management

Policy, legal and institutional arrangement; for environmental management have gradually evolved as scientific understanding of the dynamics of environmental processes, and the impact of anthropogenic activities on such dynamics has increased. Trends, for some time now, indicate a move from sectoral approaches that isolate and exploit the environment, to a holistic approach concerned with sustainability and an integrated and coordinated environmental management.

Effective environmental management requires diverse *institutions* and *manpower* with a wide range of skills working in harmony. In an ideal situation, the synergy that is created out of such coordinated effort should be able to generate the desired impact. Framework or Umbrella Environmental Management Policies, Strategies, Action plans as well as Framework Environmental Laws and Institutional Arrangements make rational and integrated planning, implementation and monitoring and evaluation possible. The

Action Plans specify the broad action areas that are dictated by the Policies and Strategies. Framework (Umbrella) Policies and Strategies go by various designations, the most famous ones being the NCSs of IUCN* and the NEAPs of the World Bank where the overall objective remains the same, sustainable development.

3. Environmental Policy, Law and Institutions in Ethiopia

3.1 Development of the Environmental Policy of Ethiopia (EPE)

Ethiopia's Environmental Policy and Strategy Framework is based on the Conservation Strategy of Ethiopia. The CSE is intended to bring about not only sustainable management of natural resources but also overall sustainable development, which integrates environmental concerns into economic development activities. Its goal is to improve the human and ecological conditions and help the country make the transition to a sustainable society. What is today known as the EPE is an extract of policy statements contained in one of the five volumes of the CSE, namely Volume II. Through the approval, by the Council of Ministers, of this policy component of the CSE on April 2, 1997, the strategies laid out in the CSE are deemed to have also been indirectly approved. In addition, based on the CSE, the Regional states have also prepared Regional Conservation Strategies (RCSs) tailored to their specific needs. The preparation of the CSE and the RCSs was carried out as a project in a period of ten years and three phases consisting of the drafting of the conceptual framework, the development of the policy and institutional framework and action plan and the implementation phase, which mainly focused on the finalization of the Regional Action Plans and development of programs which focused on capacity building at the regional level.

* Acronyms are given at the end of the paper

3.2 Development of the Institutional Framework

The EPE provides for the establishment, by law, of coordination and management bodies from the Federal down to the community level to handle the sectoral and cross sectoral planning and implementation of the issues identified therein. In addition, it is prescribed that the institutional framework be designed in a manner that will determine the arrangements for the formulation of natural resources development and management strategies, legislation, regulation, monitoring and enforcement.

The Federal environmental institution is the Environmental Protection Authority (EPA). This Authority was established in 1995, by virtue of Proclamation No. 9/1995. The powers and duties of this Authority have recently been revised and re-established pursuant to Proclamation 295/2002.

During the capacity building phase of the CSE (1996-2000), tremendous effort was made by the CSE Project to initiate the establishment of Regional Environmental Coordinating Committees (RECCs) to begin coordination of the envisaged implementation of the RCSs as well as EUs in Federal Sectoral Agencies. It is doubtful if any of these bodies still exist and perform effectively at present. What is more, the Regions have not managed to establish ZECCs, WEECs and CECCs. A number of Regions have, however, recently established organs with mandates over environmental matters. The status of these organs in terms of autonomy and scope of mandate however differs.

3.3 The Development of a Legal Framework

The Legal Framework creates the conditions for formulating, reviewing and updating sectoral regulations on, and procedures for, the restoration, protection, management and sustainable use of environmental resources

as well as providing a broad framework for both punitive and incentive measures. After a number of years of hard work, EPA has finally succeeded to have three important proclamations enacted in 2003. These laws cover the institutional framework for Environmental Management, Environmental Impact Assessment and Pollution Control.

4 Some of the Major Policy and Strategy Prescriptions in the EPE/CSE

The EPE/CSE, which is a Federal policy framework, deals with ten sectoral and ten cross-sectoral issues. The implementation status of the following elements is examined below.

4.1 Sectoral Policy Review

Sectoral Policy harmonization with the Framework Environmental Policies is an important means of mainstreaming environmental issues in the operations of sectoral agencies. Although the EPE /CSE does not explicitly prescribe for the harmonization of sectoral policies and strategies with the Framework Policies and Strategies, the need for such harmonization becomes self-evident if one considers that it is one of the most convenient ways of including environment into the operations of sector organizations at Federal and Regional levels. Such mainstreaming will also help in creating and strengthening of the ownership of the policy by sectoral organizations.

Although it is recognized that a number of sector organizations have made isolated attempts to incorporate environmental issues in their sector policies, the inclusion does not seem to have been consciously carried out with the EPE/CSE sectoral policies and strategies as points of reference. In addition, important natural resources policies are still not in place (forest, wildlife). In any event, finalization of the CSE and RCSs has not been immediately followed by sectoral policy reviews.

4.2 Sectoral Environmental Legislation Review

Sectoral legislation review for harmonization with Framework Environmental Laws is also an additional and equally important means of mainstreaming environmental legal norms into the sectoral laws and regulations. Unlike sectoral policy review, the EPE/CSE explicitly require the review of sectoral laws and regulations for purposes of harmonization.

Again no systematic evaluation and review of sectoral environmental legislation has been made. For example, the wildlife sector is still governed by an old and outdated legislation. Although the legislation governing the forest sector has been revised in 1994 with the intention of updating it, mainly in terms of providing for new types of forest ownership, it has not yet been evaluated for the consistency of its provisions with the new policy prescriptions and legal norms.

4.3 Coordination of Integrated Environmental Planning and Implementation

The EPE/CSE requires that natural resource and environmental management shall be integrated laterally across all sectors and vertically among all levels of organization. In fact, the integrated implementation of cross-sectoral and sectoral Federal, Regional and local programs is laid down as a prerequisite to achieving the objectives of the EPE. Such integrated management requires coordination, which is essential to ensure that environmental programs and projects/activities emanate from the policy and strategic principles contained in the EPE/CSE and are not unduly duplicated or conflicting.

The Federal EPA is entrusted with powers of coordination. Towards the end of the CSE Phase III Project, policy implementation workshops were organized

by EPA in all the Regional States to prompt the coordinated planning and implementation process.

However, the sectoral agencies at both Federal and Regional levels are still not, as expected, consciously formulating integrated environmental programs and implementing them in a coordinated manner, even though some of them may be addressing various aspects of the EPE/CSE and the RCSs. However, in the context of implementing a program entitled Environment and Sustainable Dry land Management (ETH/03//01/99), which is part of the Country Cooperation Framework 2 (CCF2, UNDP), one clearly sees the beginnings of implementation of the EPE/CSE. Even though the program is limited to dry land management it is possible that the approach taken in that Project may lead to more comprehensive implementation.

4.4 Putting in Place Environmental Management Instruments and Tools

Environmental planning, EIA, environmental audit, environmental quality criteria and standards, monitoring and evaluation as well as economic instruments for providing incentives and disincentives as regards activities that impinge on the environment, are generally considered to be in the category of what are known as environmental management tools. These instruments and tools guide and assist in the appropriate management of the environment.

The EPE/CSE require the establishment of an EIA and environmental audit processes. However, it is only recently that EIA has received legal backing with the issuance of Proclamation 299/2002. It is worthwhile noting, however, despite the lack of a full-fledged EIA legislation, EPA has been involved in reviewing EISs of proposed development projects submitted to it by the Ethiopian Investment Authority and a few other government organizations.

The EPE/CSE state that environmental standards for air, water and soil shall be established as part of the means of controlling pollution from industrial waste and hazardous materials. Regarding pollution control EPA has managed to enact Proclamation 300/ 2002 and is also in possession of draft regulations designed to control pollution from industrial waste. EPA has also in draft form, ambient standards for water, air, soil and noise, which have yet to be approved and backed by the enactment of legislation.

4.5 Monitoring and Evaluation

Policy formulation, implementation, monitoring, evaluation and review should be a continuous cycle, unlike the project cycle, which ends at a specified period.

The EPE/CSE prescribe that the monitoring of sectoral and individual programs and projects is the responsibility of the relevant Federal and/or Regional implementing agencies and that responsibility for overall monitoring of the impacts of the implementation of the policy as well as for proposing modifications is EPA's responsibility. EPA is expected to do the monitoring in consultation with the mandated line ministries and / or the opinion of stakeholder communities and groups and have them approved by the E PC.

Annual reviews of the status of natural resources and the environment, and evaluation of the impact of policy implementation are to be carried out starting at the level of CECCs and aggregating upwards through the appropriate level offices of the Water Resources, Mines and Energy, Agriculture, and Economic Development and Cooperation. The EPA is responsible for prompting the compilation of the reports and for overall reporting on the process.

Finally, the policy specifies that, at least annually, meetings shall be successively held by CECCs, WECCs, RECCs and the

EPC to evaluate these reviews and propose recommendations. Again, the EPA is responsible for prompting the evaluation and for reporting on the process.

5 A Comparative Look

A study regarding implementation of the Ugandan NEAP carried out by a UNEP

consultant indicates that between 1995 and 2001, Uganda achieved a measure of progress compared to a number of other African countries. The following table attempts to indicate where Ethiopia stands as compared to Uganda in roughly similar period (1997-2003).

Comparative Table of Performance in Selected Areas (Uganda vs. Ethiopia)

Activity	Uganda (1995-2001)	Ethiopia (1997-2003)
<i>Policy Framework</i>	Approved	Approved
<i>Legislative Framework</i>	Approved and being implemented	Rejected
<i>Institutional Framework</i>		
National Level	Exist NEMA and ELUs in 12 ministries established and being strengthened	Exist
Regional /District Level	Exist (in 45 districts)	Exist in some regions but not comprehensive
Woreda/ Sub-county Level	Established (in 27 sub-counties)	Do not exist
<i>Awareness Raising Action Plan</i>	Awareness Raising and Education Action Plan in Place and Being Implemented	Does not exist
<i>Capacity Building</i>		
<i>Guidelines User Manuals</i>		
Guidelines for Environmental Auditing	Prepared and being used	Do not exist
User Manual of Economic Instruments	Prepared	Do not exist
Guidelines for integrating environmental concerns into development projects (environmental economics and valuation of natural resources)	Prepared	Do not exist
Guidelines for Inspectors	Prepared and Being used	Do not exist
<i>Training</i>	Training in EIA, Auditing, Monitoring and Inspection, Preparation of Environmental Action Plans for line agencies as well as District Environmental Organs- Training being applied. Training for Judges, the police and prosecutors provided	Training in Communications, EIA, Project proposal Preparation. PRA, Environmental Reporting, Strategic planning, Environmental Economics, Gender and Environmental management provided.

Comparative Table continued...

<i>Sectoral Policy Review</i>	Not much	None
<i>Sectoral Environmental Legislation Review</i> Water Resources administration Wildlife Forest Mining	Reviewed and updated Reviewed and Updated Being Reviewed Being Drafted	Not reviewed Not reviewed Not reviewed Not reviewed
<i>Cross-sectoral laws & Environmental Management Tools</i> Pollution Control laws and regulations EIA Regulations and Guidelines Environmental Audit Regulations Environmental Quality Standards for discharges into water Noise, soil and air quality standards	Exist for land and Water and are operational Are in place and operational Were being drafted In place and operational Drafts awaiting Approval	Law in place. Draft Regs. for industrial discharges in to air, water and land exist. In place but not operational Not being drafted Exist in draft from Exist in draft from for water, air and soil
<i>Environmental Action Planning</i>	About Eleven District Environmental Plans are being implemented (three still in the process of formulation)	RCSs action plans exist but are not really being implemented
<i>Coordination of Integrated Environmental Planning and Implementation</i>	Weak	Weak
<i>Monitoring and Evaluation</i>	Weak	Weak
Revision of Formwork Policy	Not carried out	Not carried out
<i>Civil Society Advocacy and Activism</i> NGOs Professional Associations	Quite strong at National Level Some	Low Low
<i>Private Sector Awareness and Involvement</i>	Relatively Strong	Not Strong

Source: Kifle Lemma 2001

6. Contributing Factors

Factors that may have contributed to the relatively high rate of progress in Uganda were:

- ❖ The institutional and legal arrangements required for the implementation of the NEAP were put in place promptly.
- ❖ Empowering the NEMA strongly
- ❖ Ensuring that the NEMA is well funded and well staffed
- ❖ Making a concerted and continuous effort at legislating for the environment continuously built capacity.
- ❖ Conscientiously making an effort to establish and strengthen EUs.
- ❖ Enhancing provincial / district level capacity through District Support Programs.
- ❖ Building the knowledge and skills base of the overall human resources for environmental management in partnership with donors, including NGOs.
- ❖ Systematically launching innovative and continuous public awareness and education programs.
- ❖ Using a participatory consultative approach to *increase* ownership
- ❖ Using a non-confrontational approach to secure cooperation from regulators promoting environmental activism.
- ❖ Having a relatively conducive political climate

- ❖ Existence of strong and active environmental advocacy civil society organizations maintaining momentum.

6 Problems and Weaknesses Affecting Policy Implementation in Ethiopia

From the comparison made above it is obvious that for a comparable period achievements in terms of implementation in Ethiopia is relatively low and the rate of progress rather slow. The major constraints in the Ethiopian context appear to be the following:

Institutional Problems

EPA's establishment law still lacks clarity and does not provide the Authority with strong powers required for effective coordination and regulation. A reading of Proclamation 295/2002 indicates that, while EPA is given the duty to coordinate measures taken to ensure that the environmental objectives provided under the constitution and the basic principles set out in the EPE, the manner it is supposed to carry out such coordination is couched in phrases such as "In consultation with the competent agencies" or "providing advice to the competent agencies". These phrases do not signify much since it is not clear what the Authority can do if the competent agencies are reluctant to be part of consultations or do not act in accordance with the provided advice.

It also appears that the administrative links required for ensuring and enforcing the implementation of policies within the federal mandate is not clear. As a result EPA appears to be unable to secure a responsive relationship based on the force of the law and depends only on appealing to and cajoling the regions to accept and comply with EPA's and its own institutional duties and responsibilities.

Legal Framework

The pace at which laws and regulations required for ensuring compliance with and enforcement of the EPE requirements have been enacted has been rather slow. The revision of existing laws to ensure harmony with the EPE and the drafting and enacting of new laws and regulations has been also

been too slow. This is an undertaking that should have commenced immediately after the approval of the EPE and continued at a **more urgent rate than** is being observed. As a result of these delays, the commencement of requiring compliance and enforcement with the EPE prescriptions has yet to begin. In the mean time actions that may result in serious damage to the environment will continue unabated.

Coordination

The weakness in environmental coordination and hence the loss of the benefits that could have resulted from synergistic effects and linkages with various environment related programs and activities may be due to several factors, besides the absence of a mechanism for carrying out this important activity. The following come to mind:

- ❖ The EPE/CSE may not have been adequately internalized through integration in the national development planning systems. The EPA and the regions may be weak in terms of capacity to coordinate or direct the activities of other sectoral agencies to promote effective implementation of the EPE/CSE and RCSs through coordination.
- ❖ The line agencies may not consider that they have to implement the EPE/CSE and RCS policy prescriptions and strategic approaches in the area of their mandates: i.e.-they may feel that implementation of the EPE/CSE and RCSs is the responsibility of the EPA or regional environmental organs. This in turn may mean line agencies take environmental issues as a sectoral rather than as a cross-sectoral theme requiring coordination among a range of departments.
- ❖ EPA may be playing a too low profile hoping not to antagonize sectoral organizations or perhaps feeling a measure of resistance to being coordinated from sectoral agencies.

Environmental Action Planning and Implementation

Environmental planning as envisaged in the EPE is not being carried out, although the

EPE specifies that MEDAC (now MOFED) should have such an action plan as a sub-set of the overall national development plan. This is in spite of the fact that there is an abundance of environmental action plans at the regional and federal level. For example, besides the Action plan contained in the CSE, there are other action plans such as the Ethiopian Forestry Action Plan (EFAP), the Desertification Action Plan (NAP), etc. which exist both at the federal and regional level. The EFAP is considered part and parcel of the CSE Action Plan while the NAP has been formulated in such a way as to be complementary to the CSE. Thus, implementation of these plans would be considered implementation of the EPE/CSE in the specific areas that they cover.

There is no conscious and conscientious action planning commencing from the grass roots up to the regional and federal levels as envisaged in the EPE. Whether this is due to low capacity in formulating action plans, programs and projects or due to lack of appreciation of this requirement it is not clear. Community level environment management activities being carried out in the manner and in line with institutional and planning requirements are very scanty and there are no clear directives or guidelines on encouraging individuals or groups to initiate environment management activities. The "Environment and Sustainable Dry land Management Programme" (ETH/03//01/99), could, perhaps, be used as a model for using resources that are available for environmental management in the manner that is envisaged in the EPE/SCE. Provided that the Programme is effectively implemented, it may yield usefully replicable approaches, particularly in the effective utilization of domestic and external resources.

Monitoring, Evaluation and Review

It was envisaged that the EPE/CSE would be reviewed every five years for the purpose of improving and updating the policy on the basis of feedback from implementation. Although EPA has produced the first State of the Environment Report (SOE) recently, it has limitations since it does not contain adequate information on the impact of EPE/SCE implementation on the

environment. This is not surprising since the mechanisms for monitoring; evaluation and review envisaged in the EPE/CSE are not yet in place. Although the reporting mechanisms from community up to federal level have been laid down in the EPE/CSE, in practice there is no well-established reporting practice, which enables the documentation of progress against the EPE/CSE. Therefore, collection and analysis of results of implementation of activities is difficult for EPA, which is responsible for managing this information. Thus, although review maybe over due, it cannot be meaningfully carried out under the circumstances.

Lack of Systematic Training of Stakeholders

There is a dire deficiency in *skilled* human resources in the management of the environment as envisaged in the EPE/CSE. EPA has, recently made an effort to increase the number of its professional and technical personnel but the deficiency is particularly serious in the lower structural levels including the regions. Environmental personnel at all levels require continuous training to be effective and productive. Training needs to be viewed broadly to include all stakeholders including state institutions such as the judiciary, parliamentarians and the law enforcement organs, among others.

EPA should be carrying out and promoting continuous awareness programs to ensure that all stakeholders are aware of the policies and strategies and what is expected of them. This is the only way that the possibility of being antagonized and resistance to being coordinated as well as the unwillingness to change entrenched practices can be changed.

Awareness Building and Maintaining Program

A lot of uncoordinated effort is carried out by government organizations and NGOs to enhance awareness about environmental concerns in general. However, a continuous targeted program pertaining to the nature of the EPE/CSE and its strategies, the roles envisaged for both government and civil society entities at large does not exist. Activities envisaged in communication

strategies prepared for the EPE/CSE as a whole and for the RCSs are not being implemented.

7 Some Conclusions

The formulation of the CSE culminating in the approval of the EPE/CSE and the formulation of RCSs have taken about ten years under a Project consisting of three phases. For the most part why it took such a long time was due to what may be considered *'force majeure.'* Civil war, changes in government and radical political and administrative restructuring are the major factors in slowing the formulation process. The third phase of the Project had regained the momentum lost as a result of these factors. However, the pace of that phase has also been affected to a significant degree, particularly as it relates to having the RCSs completed, because the regions functioned at their own pace and there was very little that either the Project or EPA could do about it.

The momentum regained during the third phase was lost again when the project was terminated and the resources made available as a result of the project were cut. The transition from a Project modality to a regular modality of operation has not proved effective mainly because of lack resources but also, to a significant degree, because of the difficulties encountered in integrating EPE/CSE activities into the regular activities of the departments and units of EPA.

Success in policy implementation largely depends on the degree it is seen as an urgent priority in the affairs of a country. Although every one of us agree that the environmental resource base of the country is seriously endangered and most everybody has clamored for an environmental policy, the support being provided to implementation of the policy from within government and outside does not appear to be high.

CSE/EPE process have commenced well before the establishment of EPA, it is under this Authority and the cooperation of the then MEDAC that the effort resulted in the approval of the CSE/EPE. However, once

the CSE/EPE is approved, it becomes a national policy and not an EPA one. For EPA to successfully carry out the coordination of the implementation of the CSE/EPE it requires strong political support to ensure that environmental policy implementation remains one of the priorities of the Executive branch of government. Whether such political support, based on a clear understanding of what the implementation of the EPE can contribute to reversing the serious problems that the deterioration of environmental resources is causing, is doubtful given the lack of emphasis in government pronouncements about this important policy.

It appears that the practice in Ethiopia is that the executive does not have to submit to parliament policies for approval, if what happened in the case of the CSE/EPE is an indication. Similarly, Parliament does not seem to follow up on the implementation of broad policies and strategies but rather focuses on work plans of the sectoral institutions. However, since the legislative branch is the ultimate source of the laws of the country and since the instruments of translating policies into actions are laws, parliament can and should involve itself in seeing to it that mandates of government institutions as reflected in such laws are being accomplished. Thus, if the Executive branch of government is faltering in supporting the implementation of the EPE/CSE, parliament should take to task the Executive for such failure. In fact, it has been suggested in some countries that environmental agencies should be accountable to parliament rather than to the executive branch of government.

There are not many NGOs, professional organizations and other civil society entities in Ethiopia in the area of environment. Those that exist rarely do advocacy work in a manner that creates a positive influence on government to ensure that policies are implemented. The few that exist are not strong and have not developed the culture of pressuring government. Examples in other countries, such as Uganda, include bringing court action against any government or private organization not performing in accordance with environmental requirements

or are not carrying out duties and responsibilities imposed by the environmental laws and regulations. We should take note that the federal Constitution and Proclamation 295/2002 have provisions that facilitate such legal actions.

There is no doubt that a significant amount of financial resource is being expended both by government and non-governmental organizations on environmental activities. However, it is not obvious that the expenditures are being made with a view to systematically implement the EPE and its strategies. All these resources need to be used in a way that will ensure the implementation of the EPE/CSE. In addition, a more concerted and systematic mobilization from external sources specifically for the implementation of the EPE/CSE is required.

With specific regard to EPA and the regional environmental entities, they may not have budgetary disbursement commensurate with the tasks that they have to carry out to meet the requirements of their mandates under the EPE/CSE and the RCSs as well as under their enabling laws, where such laws exist. This is an important issue that requires attention.

ACRONYMS

CECC	Community Environmental Coordinating Committees
CSE	Conservation Strategy of Ethiopia
DAP	Desertification Action Plan
EFAP	Ethiopian Forestry Action Plan
EIA	Environmental Impact Assessment
EIS	Environmental Impact Statement
EPA	Environmental Protection Authority
EPC	Environmental Protection Council
EPE	Environmental Policy of Ethiopia
EU	Environmental Unit
FDRE	Federal Democratic Republic of Ethiopia
IUCN	World Conservation Union
MEDAC	Ministry of Economic Development and Cooperation
MOFED	Ministry of Finance and Economic Development
NCS	National conservation Strategy
NEAP	National Environmental Action Plan
RCS	Regional Conservation Strategy
RECC	Regional Environmental Coordination Committee
SOE	State of the Environment Report
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
WECC	Woreda Environmental Coordination Committee
ZECC	Zonal Environmental Coordination Committee

References

- FDRE, Conservation Strategy of Ethiopia (five Volumes), Addis Ababa, (April) 1997
- FDRE, Environmental Policy of Ethiopia, Addis Ababa (April 1997);
- CSE, The Conservation Strategy of Ethiopia, Phase III Project (1996-2000), Handing Over Report, Addis Ababa (July 2001)
- Kifle Lemma, Consultancy Report for UNEP, A Critical Appraisal of the Implementation of Environmental Law in Uganda within the Framework of The 1995 National Environmental Statute (September 2001)
- EPA, Draft Ambient Environment Standards for Ethiopia, Addis Ababa (July 2003);
- FDRE-UNDP, Environmental and Sustainable Dry land Management Programme in Ethiopia, Addis Ababa (2002)

Legislations Reviewed

- Proclamation No. 256/2001, A Proclamation to Provide for the Reorganization of the Executive Organs of the Federal Democratic Republic of Ethiopia.
- Proclamation No. 280/2002, Re-enactment of the Investment Proclamation.
- Proclamation No. 295/2002, Environmental Protection Organs Establishment Proclamation.
- Proclamation No. 299/2002, Environmental Impact Assessment Proclamation.
- Proclamation No. 300/2002, Environmental Pollution Proclamation.



Why Past Environmental Rehabilitation Programs Have Had Limited Results

*Ababu Anage, Acting Head of Ecosystem
Department, Environmental Protection
Authority*

1 Introduction

Ethiopia is characterized by a diverse array of environments and ecosystems shaped by strong climatic and geological features giving areas their unique identity and land-use. The natural resources and environmental values provide significant economic and social benefits and constraints to the cultural identity of Ethiopian society.

Eighty-five percent of the population of the country is rural and dependent on subsistence agriculture. Agriculture is directly dependent on the natural resource base of the country. The rural environment however is suffering from accelerated land degradation, and this combined with the prevalence of recurrent drought continues to be responsible for the spread of desertification in the country. Seventy percent of the Ethiopian land mass is believed to be affected by desertification.

The key driving force behind land degradation in the Ethiopian context is a nexus of poverty, rapid population growth, and inadequate progress in increasing agricultural productivity. Thousands of rural people in their quest for food and other livelihoods are: 1) expanding cultivation into remaining forests, hillsides and other fragile areas that are easily degraded; 2) reducing fallow periods to the point where soils are easily degraded; 3) employing land management and cultivation practices that deplete the soil of its nutrients and organic matter, thus promoting erosion; 4) over grazing pasture areas; and 5) cutting but not replanting trees and bushes for fuel wood and other purposes.

Land degradation also results from the combined effects of processes such as loss of biological diversity and vegetative cover and decrease of infiltration and water retention capacity (SIDA, 1989). Evidences

of land degradation in Ethiopia include water and wind erosion, salinization and alkalization, sandunes and sandification, deforestation, depletion of soil nutrients, loss of biodiversity and excessive drought. Substantial effort and resources have been invested over the past two to three decades to combat land degradation, however, the results were far short of expectations.

In this paper, I shall offer a brief overview of past efforts to rehabilitate degraded areas; and the reasons for limited results of such efforts. I will also discuss the current status of environmental management activities, and make some conclusions and recommendations.

2. Past Efforts to Rehabilitate Degraded Areas

Following the 1972/73 drought, the former government of Ethiopia initiated a program of soil conservation and afforestation. A watershed treatment approach was adopted for the program and the following three major conservation activities were undertaken. These were: a) physical conservation or structural measures on farm lands which included tied ridges, soil or stone bunds and various types of terraces; b) soil conservation on grazing land which combined area closure and re-vegetation with fodder trees or shrubs; c) soil conservation on forest land which encompassed hillside terracing, planting of multipurpose tree species, fruit trees, etc.

According to the study carried out by Shawel Consult-International (1989), the following have been the overall achievements in soil and water conservation activities.

- ❖ Farmland terraces constructed on about 998,000 hectares of land
- ❖ Hill side terraces constructed on about 208,000 hectares of land
- ❖ Series of check dams to plug numerous gullies have been constructed with a total length of 15,5000 km.
- ❖ Afforestation, mainly on highly denuded areas, has been undertaken on about 296,000 hectares of land

- ❖ Area closure for regeneration of vegetation has been done on about 310,000 hectares of land
- ❖ One hundred fifty earth dams were constructed mainly for irrigation purposes
- ❖ 6,000 springs were developed for drinking and partly for small-scale irrigation.

Moreover, the previous government also initiated the establishment of community nurseries by voluntary farmers for the development of woodlots in their vicinities. The government provided technical guidance and some basic materials to develop and operate the nurseries.

Few soil conservation and soil erosion research was been undertaken by the former IAR and Alemaya University of Agriculture. The Soil Conservation and Research Project (SCRCP) carried out several soil conservation works. The main objective of SCRCP was "to provide the Ethiopian soil conservation efforts with the necessary basic data for the implementation of soil conservation measures to test the applied and plan adopted measures, and to train local as well as international personnel in this field of study". The project had different sites, which were located on various agro-biological and socio-cultural zones of the Ethiopian highlands. Data were collected on erosion processes from best or experimental plots and in the catchments on: production of crops and biomass, on conservation effects, on soil productivity in relation to soil erosion and crop production, on demographic, social and political factors in relation to soil conservation systems, and on land degradation, soils climate, vegetation, land distribution and land use planning.

The major achievements of the project were: a) the Soil Conservation Guideline, which contains a set of alternative conservation measures for specific environmental conditions; and b) the attempt to develop a model that can be used for the assessment of soil erosion rates.

3. The Reasons For Limited Results Of The Past Rehabilitation Programs

Some of the prominent reasons for the failure of the past rehabilitation effort are highlighted here under.

3.1 Absence of Complementary Structures

The construction of farm structures (terraces, check dams, etc) revealed that even though many farmers reported increased production, the on-farm structures did not last long due to lack of comprehensive maintenance and the absence of complementary structures like cut-off drains, water ways and check dams on gullies.

3.2 Food-for-Work Program

The food-for-work program had a negative effect on soil and water conservation activities. Peasants had insisted on food-for-work to carry out soil and water conservation (SWC) measures on their own land for their own benefit even at time when they could feed themselves (Shawel Consult International, 1989). This resulted in the decline of voluntary SW activities and threatened long-term national efforts in such programs.

3.3 Physical Hindrance of SWC Works

Some of the physical hindrances, which discouraged peasants from adopting soil and water conservation measures, include the following: contour bunds reduce land available for cropping; space between bunds is often too small for the effective utilization of ox-plow farming; and contour bunds served as breeding ground for rodents and retained water which inundated crops.

3.4 Impact of Soil and Water Conservation not Quickly Seen

Soil and Water Conservation activities have long gestation periods to demonstrate the advantage to be gained, in the form of preserving existing soil or enhancing the

productivity of the land. The complementary operations of various agronomic activities that could have provided quick results were not adequately applied. As a result, farmers were reluctant to fully involve themselves in the program.

3.5 Policy failures

The most negative environmental impact came from policy and regulatory interventions that increasingly and cumulatively eroded the rights of individuals and communities to use and manage the natural resources. Management policies and regulations were formulated and implemented from the center.

Before 1974, the agrarian economy of Ethiopia was mainly feudal. The 1974 Revolution brought a radical land reform and all lands became public property. Production was to be organized in units of small-scale farms, producers' cooperatives and state farms. Although the better forms of production were poorly disseminated by the government through agricultural credit and allocations of improved seeds and fertilizers, they nevertheless remain fairly significant in terms of their actual production. Government price regulation contributed to the lack of appropriate incentives for market production, resulting in agricultural output that did not keep pace with population growth.

3.6 Programs failure

As discussed above, many programs of combating land degradation have been initiated. First, the achievements do not match the vast needs of the country. It has been estimated that it will take another 70 years until all the lands in need of conservation will receive a first treatment; conservation measures had covered one percent of the highlands by mid - 1980s (FAO 1988). Second, the survival rate of tree seedlings has been low, perhaps in the area of 20 percent. Third, many of the physical installations were based on

simplistic rule of thumb, making them less well adapted to local conditions. Bunds were also plowed up because the accumulated nutrient-enriched soil could be used to keep the fields fertile.

Moreover, the following problems have also contributed to the limited achievement of past efforts:

- ❖ Haphazard, scattered and uncoordinated efforts of various organizations to arrest soil degradation
- ❖ The fear of farmers that their agricultural land may be replaced in the process of the then co-operative formation and their plots may decrease in size as the population grows.

4. Current Status of Environmental Rehabilitation

The current government has formulated and endorsed various policies, strategies and program measures that are relevant to support the fight against land degradation. These are briefly discussed here under.

4.1 National Policies and Strategies

There are policy provisions contained in the Conservation Strategy of Ethiopia (CSE) and other macro and sectoral policies which are directly or indirectly useful to combat land degradation in general.

4.1.1 Conservation Strategy of Ethiopia and Regional Conservation Strategies

At the federal level there is already in place an approved Environmental Policy. This policy, which was approved in April 1997, is the result of the Conservation Strategy of Ethiopia (Vol. II). The CSE consists of ten sectoral and cross sectoral policy elements. Most of the Regional states have also elaborated region specific conservation strategies suitable to their specific conditions.

Sectoral Policy Elements

Land, both agricultural and pastoral, biomass resources including forests and biological diversity are dealt with adequacy. Proper land management and soil husbandry is one important area of focus in any effort to combat land degradation. The CSE contains a number of policies and strategies of soil husbandry, range lands management and pastoral development. The policies and strategies for forest, woodland and tree resource management are designed to ensure the integration of forestry with the management of land, water and energy resources as well as the management of ecosystems, genetic resources, crop and livestock production. Water resources management, which is very important in combating desertification and mitigating the effects of drought, is also given the attention it deserves both as part of soil husbandry and separately by itself as a sector.

The cross sectoral umbrella strategies of CSE also contain various pertinent policy elements for combating land degradation such as Population, Rural Land and Natural Resource Tenure and Access Rights, etc. Moreover in the last few years, several sector and cross sector specific policies have also been developed. These include, among others, Disaster Prevention and Management, Energy, Population, and Biodiversity policies. Recently, the Government has also issued a Rural Development Policy and Strategy, Sustainable Development Poverty Reduction Strategy Programme, Food Security Strategy which has given due emphasis, among others, to Integrated Participatory Watershed Management.

All these important recent cross sectoral and sectoral policies have a direct bearing on the management of natural/environmental resources. Institutionally, the Environmental Protection Authority at the federal level has been established. The Authority has a regulatory function with regard to national environmental protection. Regional governments have also started

establishing their own Environmental Institutions that have similar mandates on environmental issues.

4.1.2 Major Policy Issues on Current Rehabilitation Programs

In its recently approved Food Security Strategy, the government has taken Participatory Integrated Watershed Management as a major intervention for the rehabilitation of degraded areas. Moreover, various but limited (as compared to the extent of the problem) rehabilitation activities are also being undertaken in different parts of the country. However, there are still very fundamental policy issues, which need to be addressed by the government. These include, among others:

- a) *Designation of National High Forest Priority Areas and other Protected Area Systems.* These forest areas are disappearing at an alarming rate, the driving forces being: population pressure, settlement and migration which continues to be uncontrolled, and investments continuing to push for ever more arable land.

These problems could have been tackled or minimized by the following measures:

- ❖ Embarking on coordinated tree planting program on any land available
- ❖ Introducing various forms of agro-forestry practices
- ❖ Improving the management of range and other grazing land
- ❖ Rather than pushing on forestland, attention should be focused on the barren areas that have already been stripped off trees and whether such land could be reclaimed or not;
- ❖ Designating, demarcating and managing the identified forest areas as per the Prepared Management plans; and
- ❖ Enforcing Environment Impact Assessment (EIA) system.

b) *Unclear Land Tenure and Property Right Policy* Regional States, such as Amhara Regional Government, have started issuing land certification, which is encouraging. However, in order to solve the land tenure issue once and for all and to facilitate the conservation activities, the Government has to make clear its land tenure policy.

c) *Lack of sector Specific Policy;*

Key sector specific policies which are very essential for the rehabilitation effort of the country, like forest policy, soil and water conservation policy, wild life policy, land use policy, etc. are not yet in place.

d) *Lack of strong institutional setting*

Strong institutional settings to effectively carry out rehabilitation programs, such as soil and water conservation, forest conservation and management, etc. are not yet in place both at the Federal and Regional levels.

5. Recommendations

Given that farmers will remain poor, have a short term horizon, and likely to be guided by a limited on-farm perspective when making their decisions, there is a valid case for well-integrated public intervention and investment in appropriate natural resource conservation and land management measures. Past conservation programs have been criticized for lack of proper priority setting. The level of activity in both physical and monetary terms shows no logical relationship to the losses experienced from degradation.

The intervention strategies and policies that need to be taken in order to arrest land degradation and alleviate poverty in Ethiopia may be categorized as policy, institutional and investment options. Other, supportive options like capacity building, information technology, and promotion of appropriate researches are also essential.

5.1 Policy Options

Well-defined and Secure land tenure and Property Right Policy

The smallholder farmer is uncertain about his or her security of rights to the land. This has led to the cultivation for short-term needs rather than long-term benefits. Accordingly, no long term investment are made that would maintain or boost yields, and this has resulted in ecological damage, which has become almost impossible to reverse. Furthermore, as it was mentioned before, proper strategic land use planning is not practiced in Ethiopia. Such planning is necessary to ensure that Ethiopia's finite land resources are used to the best advantage in the face of rapidly growing population and degraded environment. Therefore, proper land use and ownership policy and land administration legislation should be put in place.

Forest Use and Development Policy

Climax forests in Ethiopia, which might have covered some 40% of the country, had been reduced to about 2.7% by 1989 and are currently being destroyed at an alarming rate. This has resulted in ecological and socio-economic damage to large areas of the country that are now exposed to massive soil erosion. About 2 million hectares are irreversibly damaged because of soil erosion. In the highlands of Ethiopia, in particular, the problem is severe, and requires immediate action to reverse the situation.

Therefore, forest use and development policy and legislation is required, especially to implement the Ethiopian Forestry Action Programme drafted in December 1994.

Range Management, Grazing and Livestock Development Policy

About 51 percent of the total landmass of Ethiopia, where pastoralists are located, is rangeland. The shortage of grazing land is becoming very critical in the highlands. Therefore, proper implementation of the

recently approved policy on pastoralists by the government is very crucial.

Ensure Management of Natural Resource by Local Government

Local communities should be empowered to manage their natural resources. Both the Regional and the Federal Government should encourage the local community through legislative and technical support to manage such resources.

5.2 Institutional Options

Most of the institutions, which are dealing with conservation, and management of natural resources do not have a clear mandate and compete also for the same resources. Strong institutions should be established and or strengthened with a clear mandate and terms of reference.

Establish a Clear Mechanism for Integration and Co-ordination of Inter-Institutional Activities

The tradition of co-ordination and integration of inter-institutional activities is not developed in Ethiopia. As a result, there is lack of such co-ordination and integration in natural resources management. So a clear mechanism need to be established in order to facilitate inter-institutional coordination and integration activities. This mechanism could be in the form of inter-institutional network where experience and information are exchanged or a consultative form where problems and issues are discussed on a regular, joint planning session, where development strategies or programs are reviewed and responsibilities and resources are shared to achieve a common objective.

Establish a Monitoring and Evaluation System

Monitoring and evaluation is needed to assess the effectiveness of resources used in fulfilling objectives and to provide a basis for adjusting or refining sectoral strategies, programs, and individual project intervention (EFAP, 1994)

5.3 Investment Options

Promote environmentally friendly and labor-intensive investment.

Investment, which could ease pressure on the land and at the same time be friendly to the environment, needs to be encouraged. Hence, investment on eco-tourism, afforestation, agro-forestry, agro-industry, textile manufacturing and service industry need to be aggressively promoted.

Promotion of Alternative Livelihood System

Capacity building and institutional support is required to promote an alternative livelihood system. The provision of skill development training programs to improve the quality of communities' livelihood, and technical support to identify projects focusing on off-farm activities, and credit facilities are some of the essential elements needed to create an alternative livelihood system. Provisions of advisory and extension services to persons engaged in off-farm activities are also essential.

Other Options

Capacity building, information technology, education and awareness programs, and appropriate research and technologies and ownership, participation and use of indigenous knowledge are some of the pertinent issues to be addressed in environmental rehabilitation programs

6. Conclusion

In view of the environmental rehabilitation efforts of the country noted above, the highest consideration should be given for the following issues:

First, there must a solution to the institutional and policy gaps which hinder the effective implementation of the various rehabilitation activities. Second, all rehabilitation activities should be proposed, designed, implemented and managed by involving the communities concerned. Third, the community should be the owner, manager and beneficiary of the rehabilitation activities. Fore this to

happen, the necessary arrangement should be developed and barriers removed. Fourth, a commitment at all levels, i.e. Federal and Regional Governments Communities, Private sector, CBOs, etc is highly required. Fifth, rehabilitation activities should be based on the integrated and participatory watershed management approach. Sixth, top priority should be given to the implementation of shelved action plans and strategies, e.g. Ethiopian Forestry Action Plan, Conservation Strategy of Ethiopia. etc.

References

- EFAP (1994) - Ethiopian Forestry Action Programme, Challenges and Opportunities, 1994
- FAO (1988) - Report of the mission to Ethiopia on tropical forestry action plan. Food and Agricultural Organization (FAO)
- Environmental Protection Authority in collaboration with Ministry of Economic Development and Cooperation (1997). Conservation Strategy of Ethiopia volume two Federal Policy on the Environment Addis Ababa Ethiopia.
- Shawel Consult-International (1989) - Proposal for a National Soil Conservation Strategy for Ethiopia.
- SIDA (1989) - Evaluation Report, Kenya Nairobi



Summary of Presentations and Discussions

Rapporteur: Girma Feyissa

Moderator: Girma Hailu, Assistant Resident Representative (UNDP)

This is the summary of the proceedings of the discussions held at the fifth forum of the Civil Society and Environmental Policy Dialogue on *Government and Environmental Policy*

General Comments, Questions and Discussions

Opening the floor for discussion, the moderator Ato Girma Hailu thanked the presenters for their well-deliberated papers and invited participants to make good use of the opportunity and provoke discussions on the presentations and welcomed comments and views. He opened the discussions by inviting Dr. Ayalew Gabre to start the ball rolling as it were.

Comments and Questions No. 1

Dr. Ayalew Gabre of the Sociology Department of Addis Ababa University, started his comments with Ato Getachew's contention that on one hand *Globalization* is painted as a manifestation of interdependence in socio-economic spheres of interdependence among countries, however, globalization has robbed off the sovereign rights of countries making them unable to decide on their destinies and natural resources at their disposal. He cited the Rio conference and its outcome as a complete failure in policy implementation and posed a question as to how developing countries can address these problems and pursue their developmental agendas in the light of the existence of skewed relationships with their developed counterparts.

In his second comment, Ato Ayalew reiterated that he could not agree with the argument that pastoralists are environment friendly. To the contrary, he argued that they are damaging the environment through

overgrazing. He asked if there is any policy instrument to protect the environment from the perpetual overgrazing of pastoral land.

Comments and Questions No. 2

Ato Kidane Abebe had a few points to mention on policy issues. He appreciated the efforts exerted in formulation of policies, rules and regulations with respect to environment protection and natural resource management. However, formulation of policies is only a means and not an end by itself. A brief look at the environment policy for instance shows that there is an overlap with the Water & Sewerage Policy. This, he said, is a clear indication that even in the policy formulation process there is no coordination of effort thus making an impediment for implementation.

Ato Kidane argued that the public is unaware of the existence of the environment policy. Although the government has the responsibility to spearhead the implementation of the policy, it did very little by way of popularizing the policy at the grassroots level. Even those experts responsible to take the initiatives to implement the environment policy do not seem to have the necessary commitment and the required understanding of the policy itself. In the absence of public participation, implementation is unthinkable. Ato Kidane commented that the technical capacity provided for EPA is not commensurate with its responsibility to oversee the implementation of the policy. On the other hand, Ato Kidane contends, even with the available capacity, EPA has not done enough in terms of encouraging the community to be aware of safeguarding and protecting the environment. He said that those officials holding responsible government posts should be exemplary in their encounters with the environment. As for the question of globalization, Ato Kidane noted that the issues of environment are transboundary and as such, the management requires the involvement of every country. In some countries where corruption reigns, the local officials make their country vulnerable to degradation of environment. Even under normal circumstances the actions of one country

transcends its borders and in the absence of binding international agreements, environmental degradation impacts cannot be avoided.

As far as pastoralists are concerned, Ato Kidane refrained from subscribing to outright statements holding pastoralists fully responsible for adversary actions. He said such allegations ought to be substantiated by in-depth studies and empirical evidences.

Supplement

Dr. Yeraswork Admassu of the AAU Social Anthropology Department intervened to supplement some relevant points that he thought were overlooked. About efforts made to address environment problems on international level, he said that the Kyoto Protocol and the partnership forged to address such as air pollution and acid rain on a wider scope ought to have been included in the presentation by Ato Getachew. These problems cross borders and have to be addressed collectively.

Dr. Yeraswork also noted that while Ato Ababu mentions about land tenure System as an instrument for environment protection, he did not specify how this relates to the solution for land degradation and soil conservation. He said some sort of linkage is missing. While policies are necessary to indicate government's intentions, as indicated by Ato Kifle, they have to back by laws and proclamations for their implementations.

Comments by Belay Demissie (USAID)

After having spent a number of years in the Agriculture sector in the Amhara Region, Ato Belay felt that both presentations by Ato Kifle and Ato Ababu have dealt more on EPA's activities at Federal level. They ought to have revealed what is being done at Regional and Woreda levels. The papers, he believed, could be enriched if the performances at the grassroots level were included. Ato Belay appreciated Dr. Yeraswork's concern about the land tenure system and emphasized its importance with respect to environmental protection and natural resource management. The land

tenure system determines the management of land and soil preservation or rehabilitation. Moreover, the impacts of some land holding systems in some regions on the environment would have made the presentations more comprehensive he stated.

Another point raised as an impediment to policy implementation is the instability of institutions and displacements of experts very frequently. Shifts of regional and zonal activities from place to place hinder the efforts of implementation of the policy. Ato Belay wonders why corrective measures are not taken institutionally to help make the efforts be sustainable.

Responses

The first presenter said he would briefly react to some of the comments made on his presentations and would try to answer the questions posed. One criticism was forwarded with respect to the overemphasis of the failure of local policy ignoring the significant impacts of external conditions such as globalization. The panelist accepts that there are external pressures that often subject developing nations to the extent of compromising their sovereignties. However, due the level of industrialization, the problem of gas emission for instance is not as severe as it is in the industrialized countries. That is why emphasis is laid on the regulatory functions and policy implementation failures particularly in relation to deforestation. Policy implementation failures are usually attributable to corruption of concerned officials.

The panelist concurs with the point raised by Dr. Yeraswork regarding the Kiyoto Protocol. He agrees that it is a very useful supplement to the presentation. He said that the Kyoto Protocol as well as other international conventions incorporates many useful points, which he would try to include in his paper when it comes out in its final form. The role plaid by EPA should focus on regulatory issues such as introducing appropriate command and control mechanisms as well as instruments while the burden of implementation should rest on the domain of the sectors. He does not agree

with the contention that EPA interferes but he believes that the policies cut across institutions and EPA has the duty of coordination. He recalled that earlier on there was a national steering committee composed of members from all relevant offices and stakeholders and chaired by the Ministry of Agriculture with EPA functioning as a coordinator. Despite the existence of the committee or not the panelist feels, that EPA should continue its coordination function by strengthening the policy implementation mechanisms.

Moderator's Intervention

Due to time constraint, the chair requested the meeting to touch upon issues related to pastoralists and land tenure system from the perspective of environmental degradation.

Response by the Second Panelist

The second panelist began his reaction by saying that he does not wish to dwell on the controversial subject of pastoralists being environment friendly or not. He wanted to convey the point that pastoralist way of life, which has been going on for centuries, should not continue the way we know it today if the livelihood of the pastoralists is to improve. A policy instrument has already been designed with this in mind and its implementation is expected to make some dent in the lives of herdsmen.

As far as land tenure problem is concerned, the panelist notes that land rehabilitation or soil conservation and other modes of recuperating degraded land takes a longer period of time and investments have to be made sooner than later. As Dr. Belay mentioned the issue of land certification has been going in the Amhara region for quite sometime now. He agreed to incorporate this and other points of interest in his paper.

Supplement

The panelist does not hold the view that the pastoralist should live wandering from place to place in search of grazing land and water for his herds. The system of life has to gradually transform into modern ranching system and animal farming. Presently, the

pastoral land is being overgrazed and its carrying capacity is being depleted. With respect to EPA's role, the panelist knows that the Authority plays a coordinating role.

The point raised on the problem of the unavailability of supporting laws and regulations he said could be looked from a different angle. The lack of expertise to draft the necessary laws and regulations is a significant problem. Environment laws are specialized laws and require professionals. Consultancy requires some funds and time.

Concluding Remarks by the Moderator

The chair first thanked the panelists and all participants of the Forum and wound up the discussions by bringing burning issues humankind is facing at present. Until recently there was the general belief that humankind can perpetuate life by optimizing the utilization of natural resources around him. This perception, which was taken for granted, has, however, changed since the early seventies. A widespread awareness to keep the balance between nature and the human desires had started making indents since the Stockholm Conference. This led to the inception of UNEP in 1972. The Rio Summit within the context of development and intergenerational equity was a landmark of advocacy with the main objective of bringing into focus the responsibility to maintain the balance between nature and humanity for sustainable existence of the present and the future generation.

For the first time several policies, strategies and conventions pertaining to environment protection have been produced in the 1990s creating widespread awareness all over the world. Globalization has various aspects. Previously the availability of oil and mineral wealth were related to development. This was later replaced by the level of industrialization. Nowadays wealth is knowledge or information technology. In Ethiopia land degradation and the consequential famine remains a challenge. Environment protection is no longer considered an exclusive responsibility of the government. It should rather be the collective responsibility of all of us. With

that concluding remark, Ato Grime invited Ato Gedion to make a few remarks.

Gedion Asfaw's Closing Remarks

Ato Gedion Asfaw made a brief farewell note thanking FSS and all who contributed to make the consecutive discussions lively and sustainable. He said that there are six more topics the Forum would discuss in due course. He said that he pursuing another assignment outside Ethiopia and in his absence Ato Girma Hailu should take over the coordination role as agreed with Ato Dessalegn Rahmato. He pointed out the importance of examining how the discussions made here could reach decision makers. He foresees the possibility and the necessity of summarizing the main points discussed so far and synthesizes them to make it available for all stakeholders. The other important homework for Ato Grime would be to review the ways and means of

following up the resolutions made so far. Many of the panelists and the participants have expressed their concern about the failures of implementation. This has to be investigated and means have to design to find out the reasons for the failures. He wished all the best of luck for the future endeavor of FSS and bid all farewells.

Ato Dessalegne Rahmato expressed his double feelings of sorrow and joy. He feels sorry missing Ato Gedion from this programme, which he thinks, is the most successful compared to other activities and endeavors of FSS. Ato Gedion has taken many initiatives personally to make the programme a success He feels happy because Ato Gedion is leaving for a better opportunity and higher responsibility in his position. He said he also feels gratified to know that Ato Grime Hailu is replaced. He thanked both Ato Gedion Asfaw and Ato Girma for their commitment to serve FSS.



FSS PUBLICATIONS LIST

FSS Newsletter

Medrek, now renamed BULLETIN (Quarterly since 1998. English and Amharic)

FSS Discussion Papers

- No. 1. *Water Resource Development in Ethiopia: Issues of Sustainability and Participation*. Dessalegn Rahmato. June 1999
- No. 2. *The City of Addis Ababa: Policy Options for the Governance and Management of City with Multiple Identity*. Meheret Ayenew. December 1999.
- No. 3. *Listening to the Poor: A Study Based on Selected Rural and Urban Sites in Ethiopia*. Aklilu Kidanu and Dessalegn Rahmato. May 2000
- No. 4. *Small-Scale Irrigation and Household Food Security. A Case Study from Central Ethiopia*. Fuad Adem. February 2001
- No. 5. *Land Redistribution and Female-Headed Households*. By Yigremew Adal. November 2001
- No. 6. *Environmental Impact of Development Policies in Peripheral Areas: The Case of Metekel, Northwest Ethiopia*. Wolde-Selassie Abbute. Forthcoming, 2001
- No. 7. *The Environmental Impact of Small-scale Irrigation: A Case Study*. Fuad Adem. Forthcoming, 2001
- No. 8. *Livelihood Insecurity Among Urban Households in Ethiopia*. Dessalegn Rahmato and Aklilu Kidanu. October 2002
- No. 9. *Rural Poverty in Ethiopia: Household Case Studies from North Shewa*. Yared Amare. December 2002
- No. 10. *Rural Lands in Ethiopia: Issues, Evidences and Policy Response*. Tesfaye Teklu. May 2003
- No. 11. *Resettlement in Ethiopia: The Tragedy of Population Relocation in the 1980s*. Dessalegn Rahmato. June 2003

FSS Monograph Series

- No. 1. *Survey of the Private Press in Ethiopia: 1991-1999*. Shimelis Bonsa. 2000
- No. 2. *Environmental Change and State Policy in Ethiopia: Lessons from Past Experience*. Dessalegn Rahmato. 2001

FSS Conference Proceedings

1. *Issues in Rural Development. Proceedings of the Inaugural Workshop of the Forum for Social Studies, 18 September 1998*. Edited by Zenebework Tadesse. 2000
2. *Development and Public Access to Information in Ethiopia*. Edited by Zenebework Tadesse. 2000
3. *Environment and Development in Ethiopia*. Edited by Zenebework Tadesse. 2001
4. *Food Security and Sustainable Livelihoods in Ethiopia*. Edited by Yared Amare. 2001
5. *Natural Resource Management in Ethiopia*. Edited by Alula Pankhurst. 2001
6. *Poverty and Poverty Policy in Ethiopia*. Special issue containing the papers of FSS' final conference on poverty held on 8 March 2002

Consultation Papers on Poverty

- No.1. *The Social Dimensions of Poverty*. Papers by Minas Hiruy, Abebe Kebede, and Zenebework Tadesse. Edited by Meheret Ayenew. June 2001
- No.2. *NGOs and Poverty Reduction*. Papers by Fassil W. Mariam, Abowork Haile, Berhanu Geleto, and Jemal Ahmed. Edited by Meheret Ayenew. July 2001
- No.3. *Civil Society Groups and Poverty Reduction*. Papers by Abonesh H. Mariam, Zena Berhanu, and Zewdie Shitie. Edited by Meheret Ayenew. August 2001
- No.4. *Listening to the Poor*. Oral Presentation by Gizachew Haile, Senait Zenawi, Sisay Gessesse and Martha Tadesse. In Amharic. Edited by Meheret Ayenew. November 2001
- No.5. *The Private Sector and Poverty Reduction [Amharic]*. Papers by Teshome Kebede, Mullu Solomon and Hailemeskel Abebe. Edited by Meheret Ayenew, November 2001

- No.6. *Government, Donors and Poverty Reduction*. Papers by H.E. Ato Mekonnen Manyazewal, William James Smith and Jeroen Verheul. Edited by Meheret Ayenew, February 2002.
- No.7. *Poverty and Poverty Policy in Ethiopia*. Edited by Meheret Ayenew, 2002

Books

Ethiopia: The Challenge of Democracy from Below. Edited by Bahru Zewde and Siegfried Pausewang. Nordic African Institute, Uppsala and Forum for Social Studies, Addis Ababa. 2002.

Special Publications

Thematic Briefings on Natural Resource Management, Enlarged Edition. Edited by Alula Pankhurst. Produced jointly by the Forum for Social Studies and the University of Sussex. January 2001.

New Series

- **Gender Policy Dialogue Series**

- No. 1. *Gender and Economic Policy*. Edited by Zenebework Tadesse. March 2003
- No. 2. *Gender and Poverty (Amharic)*. Edited by Zenebework Tadesse. March 2003

- **Consultation Papers on Environment**

- No. 1. *Environment and Environmental Change in Ethiopia*. Edited by Gedion Asfaw. Consultation Papers on Environment. March 2003
- No. 2. *Environment, Poverty and Gender*. Edited by Gedion Asfaw. Consultation Papers on Environment. May 2003
- No. 3. *Environmental Conflict*. Edited by Gedion Asfaw. Consultation Papers on Environment. July 2003
- No. 4. *Economic Development and Its Environmental Impact*. Edited by Gedion asfaw. Consultation papers on Environment. August, 2003

- **FSS Studies on Poverty**

- No. 1. *Some Aspects of Poverty in Ethiopia: Three Selected Papers*. Papers by Dessalegn Rahmato, Meheret Ayenew and Aklilu Kidanu. Edited by Dessalegn Rahmato. March 2003.
- No. 2. *Faces of Poverty: Life in Gäta, Wälo*. Harald Aspen. June 2003
- No. 3. *Destitution in the North-Eastern Highlands of Ethiopia*. Yared Amare. August, 2003

FSS Annual Reports

Yearly since 2000.