



GOVERNMENT OF THE FEDERAL DEMOCRATIC REPUBLIC OF ETHIOPIA

MINISTRY OF URBAN DEVELOPMENT & HOUSING

Urban Food Security Strategy



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ABBREVIATIONS

EC	Ethiopian calendar	IHDP	Integrated Housing Development Program
ETB	Ethiopian ETB [ETB 22.15 = USD 1.00		
GC	Gregorian calendar	MSE	Micro and small enterprise
GoE	GoE of Ethiopia	ULGs	Urban local governments

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1 INTRODUCTION

Ethiopia has crafted a grand plan for its renaissance and is striving to achieve structural transformation with the ultimate objective of eradicating poverty - which is the archenemy of its households. Tangible results have been achieved in this regard thanks to the **consistent efforts made by regional governments and urban local governments (ULGs) in implementing the policies and strategies of the Government of the Federal Democratic Republic of Ethiopia (GoE)** that give top priority to poverty eradication. In order to be free from dependence on food aid in the shortest time possible and reach the lower range of middle income status nationally by 2025. The first Growth and Transformation Plan (GTP) (2010/11-2014/15), was developed and concluded. **GTP II (2015/16-2019/20) commenced in mid-2015 to scale up the rapid economic growth achieved during the last twelve consecutive years.**

Ethiopia's economic policy is developed to promote the integration of rural and urban development, increase the overall development of the country and meet the demands of the public. GoE's policy's focus in rural areas has been to boost agricultural productivity and create a free market economy. In urban centers, encouraging results have been achieved in creating key industrial centers by implementing:

- **A broad based Micro and Small Enterprise (MSE) development strategy** as a key priority,
- **The Integrated Housing Development Program (IHDP)**, and
- **Local development plans.**

As a result of these concerted efforts, tangible results have been achieved. For example, **there is evidence that urban unemployment has been reduced** and longstanding negative attitudes towards manual labor, self-employment and entrepreneurship have been improved. Nonetheless, a lot remains to be done to mobilize urban residents to change their attitudes so that food self-sufficiency can be achieved and poverty eradicated on a sustainable basis.

The implementation of a nationwide sustainable food security strategy, which aims to prevent recurring food shortages in rural areas, is sustainable, addresses food security and is making a significant contribution to the success of the poverty reduction strategy. These results are achieved because of the efforts made by the GoE to encourage **rural communities and farmers to become a development army, with a sense of ownership, involved in a series of awareness raising activities to become part of the solution to the problem**. Through the deployment of this Reform Army, significant **environmental protection works have been undertaken and significant contributions made to improve local eco-systems, create favorable conditions for the adoption of new agricultural technologies and achievement of tangible results in increased productivity and food security**. However, as its focus has been the rural areas, the **National Food Security Strategy** has not directly addressed food security problems in urban centers, although it has made a contribution to their reduction. Urban centers have not been able to address fully their food security problems as they have not realized their potential for urban agriculture and have been, in the main, dependent on rural agricultural outputs. The various activities that have been undertaken in urban centers to extend support to the

poor, such as the provision of basic commodities and employment in GoE infrastructure works, despite their intention to contribute to food security of low income households, were not successful in benefiting the social groups targeted. Furthermore, **the implementation of various pro-poor programs has been rather disjointed, lacked synergy and in many cases resulted in wastage of resources, the creation of dependency and, as a result, gaps in sustainable results.**

The absence of a separate national urban food security strategy has contributed to the failure of regional governments and ULGs in addressing their food security problems. An Urban Food Security Strategy will help them design appropriate and well-focused programs and projects. Thus, by preparing an Urban Food Security Strategy and developing programs and projects that include the strategies presented for, and identifying the poorest sections of, the community, it is expected that the food security problems identified will be eliminated within the time frame proposed. **This Urban Food Security Strategy has been prepared to provide sustainable solutions to the problem of urban food insecurity. The strategy is to be implemented as a separate but complementary intervention to the MSE development program, the IHDP, and urban local economic development programs, which are also intended to address poverty and food insecurity.** However, **the Urban Food Security Strategy targets those who do not benefit directly from the MSE, IHDP and other programs described.** It is therefore very important to ensure that the various programmatic interventions developed within the framework of the Urban Food Security Strategy benefit the poorest households in urban communities that are identified as a special target group. The Social Security Policy (2015) is one of the policies and strategies adopted by GoE to alleviate poverty and ensure food security and serve as a foundation for the development of this Urban Food Security Strategy. It is worth noting that **ensuring food security is one of the pillars of the approach adopted by the Ministry of Urban Development and Housing for GTP II, which is to be achieved by, among other means, creating a significant number of job opportunities and provision of direct aid to the needy.**

This Urban Food Security Strategy is prepared in seven sections:

1. Section 1 provides this **introduction**,
2. Section 2 describes the **conceptual framework, definitions and situation analysis** supporting the Urban Food Security Strategy,
3. Section 3 provides the Urban Food Security Strategy's **objectives, goals, founding principles and rationale**,
4. Section 4 describes the **twelve key strategies proposed for Urban Food Security**,
5. Section 5 presents the **implementation responsibilities** of key stakeholders and **implementation strategies**,
6. Section 6 provides **conclusions** and Section 7 describes **detailed responsibilities of Federal Ministries**.

The Council of Ministers of the Federal Democratic Republic of Ethiopia, during its 84th regular meeting, approved the draft urban food security strategy, with amendments, for publication and implementation.

2 CONCEPTUAL APPROACH AND SITUATION ANALYSIS

2.1 DEFINITION OF FOOD SECURITY

Food security means that households have sustainable access to sufficient quantity and quality food for consumption amounting to the 2,200 calories per day per person required to be healthy and productive. Food insecurity is categorized as either chronic or temporary.

- **Chronic food insecurity** generally results from the depletion of family assets, indicating that such kind of food security is a structural problem.
- **Temporary food insecurity** is caused by incidental human and natural disasters.

A food security strategy aims to meet the basic needs of human beings by tackling short term food supply problems and creating the conditions by which households reduce poverty and malnutrition, by their own efforts and in a sustainable manner, so that they are able to improve their standard of living. A food security strategy will be implemented by:

1. **Strong involvement of the communities** in identifying those members of society with limited income but with the ability to be engaged in productive work;
2. **Identifying beneficiaries** with utmost care and in a manner that is free from rent seeking attitudes;
3. **Enabling beneficiaries to combine their labor, capital and knowledge** and participate in community development activities that add value;
4. **Enabling beneficiaries to create an asset base** that is sufficient for their living as well as to allow them to make savings; and
5. **Ensuring that members of target groups are entitled to direct support** when they sustain significant injury, become too old or are exposed to health related problems and when it is confirmed that they cannot work.
6. **Joint participation of the GoE, development partners and the community.**

The Urban Food Security Strategy envisages implementation of a program that enables those members of the society who are the poorest and most vulnerable who, even though they participate in different urban development programs, may not be able to fully tackle their problems, to increase their incomes and improve their standard of living by being engaged in developmental safety net programs including urban agriculture, green area development, urban sanitation and beautification, cobblestone road construction, river side reclamation and development, flood protection, and watershed management as well as basic social and economic infrastructure development.

A well-developed implementation strategy has been prepared that avoids potential conflicts with other development programs. In addition to helping the beneficiaries to ensure their food security, the program will assist them to make significant contributions,

on continuous basis, towards Ethiopia's social and economic transformation. It is therefore essential to continue implementation of the developmental safety net program, which aims at minimizing the food insecurity pervasive in urban centers, through the combined efforts of all relevant stakeholders.

An urban food security program will be developed to implement this Urban Food Security Strategy, and the **beneficiaries will be those considered as the poorest of the poor** and who, even though they may have participated in other urban development programs, have not been able to solve their socio-economic problems. As the program is to be implemented by different urban centers with widely differing circumstances, it is important that guidelines are prepared and advance preparation made that can **create an enabling environment for the target groups to operate like a Development Army**.

It is important to ensure that concerned government bodies, development partners, different social organizations and other stakeholders are fully aware, committed and have the required implementation capacity, from preparation of strategies and programs, through implementation and for monitoring and evaluation. It is also important to **establish workable monitoring and follow up systems** that provide systematic feedback and support mechanisms. **A computerized system will be put in place to identify beneficiaries by name, family status and address.** Systems will also be established for **transferring money to beneficiaries** as well as preparing and channeling **progress reports**.

2.2 CAUSES OF URBAN FOOD SECURITY VULNERABILITY

Lack of Industriousness

Despite the efforts that have been made by the GoE to design and implement programs aimed at resolving the problem of unemployment widespread in urban centers, the main reasons for urban food insecurity are:

- **The widespread existence of mistaken attitudes towards manual labor and self-employment; and**
- **Urban residents who, despite being able-bodied, prefer to be dependent on others.**

The presence of well-entrenched negative attitudes towards work and unjustifiable reasons that stop potentially productive individuals from finding work pose serious challenges to the GoE's and societal efforts to encourage households who avoid manual work and instead **beg and demonstrate other socially undesirable behaviors rather than work for a living**. If this undesirable trend is allowed to continue, it will threaten household safety and security as well as Ethiopia's image.

Ethiopian society has a **longstanding tradition of mutual help and assistance**; many people offer help on humanitarian or religious grounds but do not differentiate between those who can be engaged in productive work and those who cannot, when they do so. Because of these longstanding charitable practices, significant of human resources are wasted that could be employed productively to the benefit of individual households and the country.

The extended family system is very common and family members, whether they are

engaged in productive work or not, may seek to benefit from their “*family network-based lifetime insurance*.” Despite its positive sides, **this practice does not prepare young members of extended families to pursue their own private lives, and this contributes to and perpetuates individual reluctance to work.**

Apart from the prevalence of “*lack of industriousness*” and unsupportive attitudes towards work, the **attitudes of many in Ethiopian society towards the socially vulnerable groups (and vice versa) are not based on accurate perspectives and thereby have negative impacts on both groups.** Some sections of society believe that the socially vulnerable groups will never change their attitudes towards their lives and work. Similarly, although the GoE has created many job opportunities for youth and women through its policies, strategies and programs, **some of the potential beneficiaries were not able to benefit from the opportunities created because of their lack of preparedness.** This is illustrated by the experience of the Addis Ababa City Administration’s Street Children Rehabilitation Project and other similar projects. Due to the incorrect perceptions mentioned above, there are **those who prefer to go abroad as migrant workers without making adequate assessment on life changing opportunities that exist within Ethiopia.** This situation has impacted households negatively and has left a scar on the country’s image. **It is the responsibility of GoE leaders - federal, regional and ULG – to study fully and carefully:**

- **Urban unemployment and poverty,**
- **How to develop a culture of industriousness, and**
- **How to change the undesirable attitudes of urban residents,**

It is also important to reach consensus among stakeholders that failure to act in a focused and effective manner will only contribute to making the problem worse.

Lack of Developmental Good Governance

The national population census (2007), determined that the population living in urban centers had reached 11.9 million, 16.1% of the country’s total population. The national Central Statistics Agency projected that Ethiopia’s urban population was 18.7 million (20%) by 2015 – **an urban growth rate of about 5.2% per annum, a higher growth rate than that of the whole population, which is estimated to be 2.6% per annum. The high urban growth rate requires huge effort to satisfy the socio-economic needs of the urban population and failure to meet their needs demonstrates as lack of developmental good governance.**

Lack of developmental good governance is one of the reasons for food insecurity. The issue needs to be addressed with strong ownership and commitment on the part of urban managers. The unique administrative arrangements in urban centers and the existence of great variation in the socio-economic interests of residents make the problems more complex and multi-dimensional. **The major developmental good governance constraints that exist in Ethiopia’s urban centers include:**

- **Prevalence of rent seeking attitudes and corruption,**
- **Lack of transparency and accountability** at all levels of GoE administration,
- **The absence of active public participation** in both development and good

governance initiatives, and

- **Limited access to finance and other inputs** for business start-ups by unemployed persons, etc.

Although many job opportunities have been created for MSEs, **levels of unemployment in urban centers highlight the need to go further to address the problem**. On the part of leaders there is a **lack of sufficient conviction and commitment** to the potential role of MSEs as incubators of medium and large scale industry and Ethiopia's developmental transformation. There is evidence of significant **unwarranted delays in the provision of credit, preparation and provision of production and marketing premises and in solving the capacity and organizational problems of MSEs**. MSE operators have little inclination to work together because of **misconceptions about the advantages of cooperatives and tax obligations**. Instead of producing quality products and becoming competent in the market, the majority of the MSEs **seek quick benefits by producing sub-standard products**. **MSE operators show little interest to build their capacity and engage in new and innovative lines of business**; instead they **tend to develop dependency syndrome**.

Some of the main reasons identified by leaders for the MSEs not being able to register the expected outcomes in urban centers include:

1. Failure to tap into existing potential for job creation by **fully identifying business opportunities**,
2. **Undue emphasis on few lines of business**,
3. **Limited attention given to urban agriculture** and other income generating activities,
4. **Limited efforts to prepare special packages** for those businesses that need tailored support,
5. **Limited agro-processing activities** to utilize available agricultural raw materials and add values, and
6. **Making MSEs ready for the domestic and export market**, etc.

Food insecurity in urban centers often affects the low-income families. The main source of livelihoods for this section of the society is their labor. Lack of job security coupled with periodic fluctuations in prices and incidence of inflation makes low-income families more vulnerable to socio-economic shocks. Because they do not have alternative income sources, **they are forced to reduce food consumption, in quantity and quality** and, as a result, **they are more vulnerable to different diseases and incur medical expenses**.

Although the GoE has launched the IHDP and achieved encouraging results in production of new housing stock, there is still a big mismatch between the demand for and supply of housing. The majority of the urban population is forced to spend a major portion of its income on house rent, thus depriving - particularly low income - families of money they could otherwise be spent on food. The remaining income available to be spent on food is very limited. Low income households face tough challenges in ensuring their food security.

Some urban residents are engaged in street trading and home-based manufacturing that often results in their low productivity. Although efforts are underway to provide facilities

for production and marketing, it has not been possible to satisfy fully the demand for this type of premises. This in turn forces informal operators to spend whatever income they obtain on rent and other non-food expenditures, which in turn leaves them with little money for food, resulting in their food insecurity. **If these households are provided with production and marketing premises and guided to adopt formal business management practices, they will be able to increase their own incomes and ensure their food security; it will also contribute towards enhancing municipal revenues.**

Moreover, because low income families do not usually use family planning services, **the size of low income families is generally large** and their meagre **income is insufficient to cover their expenditure needs**. The capacity of low income families –particularly female headed ones - to cover the educational and medical expenses of their children is very limited. **These families cannot meet their basic needs satisfactorily**; their vulnerability to different social ills is high. The critical role of GoE in addressing these problems will contribute immensely to ensuring food security by:

- **Providing public services in an inclusive, transparent and accountable manner;**
and
- **Ensuring good governance through full public ownership of GoE policy implementation.**

Lack of Strong Social Security System

The GoE has recently issued a National Social Protection Policy that will help alleviate and eradicate poverty. Putting the policy in to practice requires the active involvement of several stakeholders. The efforts being made by governmental, nongovernmental and religious organizations as well as the general public are not based on good and thorough presentation of information. Because a national database of beneficiaries does not exist, there have been cases where people received support although they did not qualify to receive it and, whilst others did not get access to support even though they were entitled. Although **lack of information often creates unfair distribution of resources, the provision of support in a disorganized manner cannot result in sustainable development and can only encourage dependency.**

Although Ethiopia's culture of mutual assistance has positive virtues that result in **valuable social protection practices that will be preserved and strengthened** (in a developmental manner), there is a **need to change entrenched religious values that result in indiscriminate support, encourage dependency and encourage individuals who could better be engaged in productive employment**. It is known that **begging is used as an alternative means of urban subsistence** and has negative impacts on the country's image. The different kinds of support provided by different stakeholders will be part of the national social protection system and will contribute to ensuring household food security. **Urban food security cannot currently be achieved on sustainable basis due to the lack of dedicated organizations that coordinate and promote collaboration between stakeholders.**

Incompatibility of Family Size with Income and Loose Family Ties

Severe limitations that exist in provision of family planning services in urban centers are believed to be one a major contributor to large family sizes. Many families are

susceptible to food insecurity because their family size is larger than their incomes can provide for.

When households fail to fulfil their basic needs there is a greater possibility that they are forced into street life, migration, beggary and commercial sex work as well as exposure to other forms of social ills. Children in low income families are more likely to suffer food shortages. When parents' divorce, children usually live with their mothers who often earn very low incomes. The incidence of crime, alcohol and drug abuse and the loosening of familial ties accompany significant cuts in family income and, in turn, contribute to vulnerability and food insecurity.

Rural-Urban Migration

Studies show that urban population growth is caused by natural growth of the population living in urban centers and by rural to urban migration. The main reasons for rural-urban migration include:

- **Higher urban incomes attract rural labor** to urban centers;
- **Adoption of modern farming technologies and practices** by farmers and market orientation increases rural productivity and expands non-agricultural activities;
- **Limited carrying capacity of rural land and ever increasing rural population;** and
- **People who rent their rural land and temporarily migrate to urban centers.** This affects food security as those engaged in farming do not live permanently in one area and have no incentive to increase their productivity.

Rural-urban migration, coupled with the natural growth of the urban population, increases households' need for housing and other of services (water, power, roads, health, education, etc.). **The increase in the demand for these services claims a significant portion of household incomes and further challenges the capacity of families to ensure their food security contributing to urban food insecurity.**

Negative Impacts of Current Dietary Cultures

Ethiopian families' habitual use of specific food items has an impact on food insecurity. For example, the preference for *teff*¹, as opposed to other kinds of cereal crops, has an enormous impact on success of efforts to satisfy the food needs of the ever increasing population because of its low productivity and high price.

Promoting the consumption of different kinds of edible products that exist in different parts of the country (including indigenous root crops, fruits, vegetables and other plant-based products), which also have high caloric content and productivity, **will contribute a great deal to reducing food insecurity.**

Limited Penetration of Modern Rural Marketing Systems

The productivity of a market chain² is measured by the economic benefits received by

¹ A cereal which is cultivated almost exclusively in Ethiopia used mainly to make flour.

² The market chain is the chain of individuals or groups involved in production, distribution and sale of a specific product (in this case food products such as grains, vegetables, meat, milk, etc.) from the rural

producers, buyers and other market participants in relation to the impact their contributions make to the efficiency of the marketing chain. To make the market chain efficient, a good example exists, led by the Ethiopian Commodity Exchange, in the case of export products such as coffee and oil seeds. For food items, however, it is difficult to say that economic benefits gained by producers and traders are based on their contributions to market efficiency. In fact **a situation exists whereby producers receive unfairly low prices, while consumers are forced to pay unfairly high prices.**

Apart from this fact, market efficiency is distorted (unfair) due to the increase in the number of brokers and the decrease in the number of retailers who participate in a given market chain. The role of brokers as price setters is growing and this negatively impacts the purchasing power of consumers. This situation is one of the factors causing a deterioration of the food security in the country. The operational methods of traders and brokers further distorts market efficiency, due either to their lack of knowledge about the free market principles or because they interpret these principles wrongly to maximize their profits. As a result of these factors **improving the urban food supply chain is an issue that needs attention: to ensure the food security of, in particular, unemployed and low income urban residents. The lack of effective farmers' cooperatives and large scale investors that can produce, purchase or process vegetable, fruit and animal products, is a serious gap and challenge** for those rural producers wanting to diversify and increase their production.

Limited Environmental Protection and Urban Agriculture

Urban agriculture can make a significant contribution to urban food supply and, in addition, satisfying food needs by providing an additional source of income for those households engaged in urban agriculture on small plots of land. Apart from meeting their own food needs, low income households engaged in productive urban agricultural activities can generate income by supplying surplus products to the urban market. A major gap that in realizing the potential of urban agriculture is the limited preparedness for and number of initiatives to utilize open areas around schools, religious organizations, nongovernmental organizations, factories, prisons, river banks, mountains, green areas, parks, buildings, pavements, private compounds, etc.

The promotion of urban agriculture can contribute to mitigating the effects of inflation and price rises. Taking this in to account, the National Urban Development Policy, specifically identifies the importance of promoting rural-urban linkages. Due to the failure on the part of the leaders to implement the policy and the accompanying strategies with strong ownership and commitment, however, the results achieved so far are not as expected. This further underlines the importance of concerted efforts to fully utilize the potential for urban agriculture.

Due to their failure to develop integrated waste management systems, **ULGs are unable to create and sustain clean and green development at the expected level. This is another factor constraining urban agriculture.** Limited capacity to expand green development initiatives has created gaps in ensuring the health and well-being of urban residents by making the environment suitable for living. This has contributed to soil,

producer to the urban consumer.

water and air pollution as well as the prevalence of diseases.

Exposure to Natural and Man-made Disasters

Low income urban households do not have assets (savings, belongings) other than those consumed on a daily basis. As a result, such households find it very difficult to survive when exposed to natural and manmade disasters.

The occurrence of disasters caused by different factors is quite common in Ethiopia. **Disasters have a negative impact on the country's social, economic and political development as they destroy assets and result in the wastage of development investments thereby increasing the incidence of poverty.** They destroy infrastructure and natural resources, impoverish households, create undesirable socio-economic and political situations and redirect the national focus and development orientated investments to emergency related interventions. **The reasons for natural and man-made disasters are linked to topography, weather and socio-economic conditions.** Depending on the specific topographic conditions of urban centers, some disasters can cause very substantial damage and destruction.

The main types of natural disasters that occur in Ethiopia include: drought, flood, human and animal diseases, crop pests, earth quakes and volcanic eruptions. Drought damages human lives, destroys assets and can become a reason for political instability. Man-made disasters are mainly caused by social strife that occur due to misallocation of resources and other reasons - war, fire hazards (including wild fires), disasters that occur at construction sites and factories, technological hazards, recurrent environmental pollution, organized crimes and traffic accidents. The incidence of certain types of accidents is increasing with urbanization.

Some of the **conditions that aggravate the risks of vulnerability to disasters include:**

- **High rate of rural-urban migration and rapid growth of urban population,**
- **Haphazard settlement patterns,**
- **Dependence on natural resources and imported commodities,**
- **Rampant urban poverty and food shortage,**
- **Proliferation of illegal settlements and slum areas,**
- **Absence of comprehensive sanitation, beautification and greenery development,**
- **Limited access to information, and**
- **Extreme fluctuations in weather conditions.**

What makes the vulnerability of urban centers different from rural areas is that a primary vulnerability becomes a cause for secondary vulnerability and urban residents are susceptible to temporary and permanent food insecurity. **As clearly stated in Social Security Policy, instead of treating the wounds caused by natural and man-made disasters, the strategy will give utmost attention to prevent the occurrence of such disasters.**

2.3 URBAN GROUPS VULNERABLE TO FOOD INSECURITY

The problems being faced by Ethiopia's urban centers are interrelated and multi-dimensional and need to be resolved on a step by step basis. The following are identified as the main socially vulnerable groups that are susceptible to food insecurity due to their social status or condition, which are made more precarious due to urban population growth and industrialization.

Low Income Social Groups

One of the main reasons for low earnings in urban centers is unemployment. A significant proportion of the labor force is engaged in the informal sector and the meagre and erratic income they obtain is spent on subsistence. Those who work in the informal sector of urban centers are not able to adequately access services such as electricity and water, manufacturing and marketing premises (business sheds), transport and other services. This affects their productivity and in turn makes them vulnerable to food insecurity. Because children from low income families cannot get adequate access to food on a daily basis, their chance of dropping out of school is very high and they are very vulnerable to various social ills.

While urban residents spend on average 50% of their income on food and related items, according to a study conducted in 2010-11 GC, 25.7% of urban residents are below the poverty line and have only a minimal chance of ensuring their food security.

The very high increase in urban population has overwhelmed the capacity of urban centers to create job opportunities. In these circumstances, **the majority of the urban population is unable to generate regular income sufficient to meet the minimum average food requirement of 2,200 calories per day.** In addition, the average income of at least 29% of the urban population is below the poverty line. Due to these and other related factors, **a significant proportion of the urban population is caught in a cycle of poverty.** This problem can be solved in the near future if:

- **The MSE development program** that is proving to be successful in creating employment and generating incomes, **is strengthened and scaled up;** and
- **MSEs are provided with the necessary support** so that their activities will not be negatively affected by informal sector operators.

Until this stage is reached, however, the GoE will make selected interventions to reduce unemployment in an organized and integrated manner.

Beggars and the Homeless

Most of those individuals and households who are pushed onto the streets are there because of: loose family ties, family dissolution, divorce, death of family members, meagre household incomes, peer pressure, etc.; but still prefer to lead their lives on the street rather than using opportunities available that can change their lives for the better.

If appropriate psychological and skill development supports are provided to street dwellers they may gain capability to engage in productive activities and become active participants in the nation building process. At this moment the possibility does not exist to initiate preventive and rehabilitation works in an institutionalized and sustainable

manner. Because of this gap, street dwellers continue to live in the streets with little dignity, endangering their safety and wellbeing, while tarnishing the image of urban centers and the nation at large. If this social chaos is allowed to continue and spread, it will become a major stumbling block to achievement of sustainable peace and security.

Although Ethiopians regard begging as a humiliating occupation, recently, especially among youth (who are key potential productive forces), begging has been found to be a lucrative source of income and an alternative to productive employment. According to studies conducted in different urban centers begging is seen as a viable income generating opportunity that is attracting increasing numbers of residents.

Begging creates dependency and, by tarnishing its image, has negative impacts on the country's aspirations to become a major tourist destination. **Increased incidence of begging undermines the belief that households will benefit from the opportunities created by the country's renaissance and sustainable development and that citizens will receive benefits in proportion to and as a reward for their contribution to national development.** The humanitarian and religious rationales for giving alms, the existing practices of faith-based institutions and public attitudes that are not selective in alms giving³ undermine national development based on principles of fair reward for productive employment. **The GoE, the general public and faith-based organizations will work jointly to assist vulnerable groups in urban centers to become productive so that they could contribute their share in development efforts.**

Commercial Sex Workers

Many girls and women are forced to consider commercial sex as the means of survival and food security because of very low of family income, rape and sexual harassment, early marriage, divorce, poverty-driven migration, peer pressure, lack of sufficient awareness, poor attitudes towards manual labor and self-employment and other push and pull factors. In addition to the direct negative impact on public health that affects the productivity of the labor force⁴, these circumstances **reduce the size of the work force, are a major source of social ill and increase the number of dependents in urban centers.**

Jobless Citizens

Due to the double digit growth Ethiopia achieved during the last 15 years, a large number of job opportunities have been and are being created. Nonetheless, **many households are not prepared to grasp opportunities to start their own businesses and earn income.** This is **due to a rent seeking political economy** that is strongly embedded in terms of attitudes and practices, as well as a well-entrenched attitude in **communities that expect employment to be created and provided by the government to all educated people.** Although significant improvements have been achieved in this regard as a result of the GoE's continuous efforts to change undesirable attitudes to work and to promote entrepreneurial attitudes, a lot remains to be done to reverse these attitudes fully.

On the other hand, due to unsupportive attitudes and norms of behavior passed from

³ I.e., the practice of offering alms to anyone who asks for it is contributing to the proliferation of beggary.

⁴ Due to its impact on the expansion of sexually transmitted diseases including HIV/AIDS.

generation to generation, society assigns job related roles based on gender, considers some jobs as inferior and believes they will be done by specific social groups. As a result, respect for work in general and specific types of work in particular is lacking and it is important to promote attitudes that respect all types of work and encourage those engaged in low status jobs. **Unsupportive attitudes and norms of behavior are a constraint to increased productivity and per capita incomes at individual and household levels and to achieving food security by utilizing available job opportunities. Due to this state of affairs, the number of people who remain jobless despite the existence of job opportunities is very high.**

Some able-bodied youth choose to travel abroad in search of better pay, when they could have benefited themselves and their country by utilizing job opportunities available within Ethiopia. These emigrants are often subjected to physical abuse and psychological trauma, particularly if travelling across borders and through other countries illegally. In many cases their travel is facilitated by human traffickers and, they are in the end forced to take up work no better and often worse than they would have had in their home country. This type of migrant has negative impacts on the well-being of households at the individual, family, community and national levels as well as on the country's image.

People in Need of Special Support

The number of children orphaned due to man-made and natural disasters, people with physical or mental disabilities and the elderly without a social safety net is very high. Although there is a strong national culture of providing support to the needy and rather haphazard provision of support through nongovernmental, civic and faith-based organizations, **many households cannot satisfy their basic needs and cannot find support due to the absence of comprehensive social security system.** Most of the needy are forced to beg on the street around religious institutions and tourist sites, which reduces the individuals' dignity and creates a negative image of urban centers in particular and the country in general.

Drug Addicts and Juvenile Delinquents

Generally drug addicts and juvenile delinquents are not willing or prepared to work and contribute to the development of the country, often harass commuters and tourists and sometimes threaten households' safety and security. Widespread use of drugs and alcohol negatively impact those residents who work industriously to ensure their food security. Drug addicts are exposed to various kinds of social and economic threats because they cannot engage fully in productive work. The number of individuals suffering from psychotic episodes is increasing due to the use of *Khat*⁵, alcohol and other illegal drugs. Drug addicts are exposed to various diseases including HIV/AIDS and contribute to social disturbance and sexual violence against women. Drug addicts, alcoholics and juvenile delinquents suffer multiple problems that necessitate psychological, medical and socio-economic support.

⁵ The leaves of a shrub, which are chewed (or drunk as an infusion) as a stimulant.

2.4 ANALYSIS OF FOOD SECURITY EXPERIENCES

2.4.1 International Experiences

Food insecurity is a growing issue on global and national agendas and different social security related interventions, as well as specific food security programs, have been developed and implemented to tackle the problem. The actual results achieved, however, differ depending on the specific context of individual countries. The Famine Safety Net Program in Kenya, the Bolsa Familia in Brazil and the Progresa Aparchnitades in Mexico, are examples. Similar programs in other countries, their relationship to the Ethiopian context, the directions adopted by and the implementation experiences of Brazil and other countries, at the national and urban levels are presented below.

Brazil's Zero Famine Strategy

Brazil's Zero Famine Strategy began in 2003 GC **has achieved significant changes** and introduced, as a matter of principle, the idea **that it is possible to reduce and eventually abolish food insecurity problems in the medium to long term by integrating and coordinating policies and strategies.** The focus of the strategy was to alleviate food shortages faced by vulnerable households and bring about structural changes to disentangle them from famine, poverty and economic segregation. An organization to implement the Strategy at all levels of the administrative hierarchy was established at the Ministerial level. The organization, established partnerships with 10 ministries, regional governments and ULGs and achieved concrete results by effectively coordinating the implementation of 30 programs. In addition, a consultative forum was established that contained 20 members from different organizations and the public, and which has been advising and providing technical support to the Secretariat.

During the period between 2003- 2008 GC, the percentage of people living below the poverty line decreased by 27% (from 15.4 million to 11.5 million) and the number of people living below food poverty line decreased by 48%. Even before the strategy, which was developed for implementation at the national level to ensure food security, became operational, the city of Belo Horizonto had developed and implemented a project with a view to avoiding food insecurity faced by its residents and achieved good results. The experiences of the city are presented as follows.

Belo Horizonto's Experience

Belo Horizonto is the fourth largest city in Brazil, with more than 2.4 million residents (GC 1990). 38% of the residents of the city lived below the poverty line, 44% of children were living in poverty, and 20% of the children aged 0-3 years were deprived of a balanced diet.

The city leadership that came to power in GC 1990 **made serious efforts to resolve the famine and lack of a balanced diet that was prevalent in the city, by designing new programs to solve food security problems and by signing agreements with representatives of local communities, professionals, educational institutions, other stakeholders and partners.**

By establishing a Secretariat and following a three-pronged implementation direction, the city has achieved extraordinary changes that enjoy international recognition. The implementation strategies adopted by the city included:

1. **Provision of comprehensive and continuous support for households** who live in difficult circumstances;
2. **Promoting direct linkages between rural producers and urban consumers**, which was aimed at harmonizing the supply of food with inflation; and
3. **Enhancing levels of production and productivity as well as improving food supply** by encouraging community centered vegetable and fruit production and other urban agricultural activities.

The city's success in ensuring food security are identified as being:

1. **Political Commitment.** Although a strong commitment to ensuring the right to food is not observed in many countries, in the case of Belo Horizonte, **a strong political commitment to implement the right to food was exemplary**. The ruling Workers Party in collaboration with the citizen's anti-famine campaign **created a strong movement to implement programs** developed to give relief to the population from famine. **The Federal GoE, by synchronizing the citizen's anti-famine campaign and the mission set by the ruling party, was able to create strong unity and partnership as well as a decentralized administration for food security programs and projects.** At the local level, the **Secretariat was successful in bringing all urban food security orientated programs and projects under a common framework** and thereby ensuring their coordination.
2. **Partnership and Public Participation.** **Strong commitment was created- during project planning and implementation** and hence the **full participation of community based teams** and institutions. All nongovernmental organizations and community based organizations were brought on board and actively participated in the program.
3. **Education.** **Continuous education was provided to all stakeholders in order to create sufficient awareness** about balanced diet, dietary habits, food hygiene, food preparation and storage, environmental protection and the right to food.
4. **Administrative Decentralization.** A factor contributing to the success of the program was the **effort made by the local leadership to decentralize the management of projects to the lowest administrative tiers**. This was important as it enabled governmental and nongovernmental organizations as well as the community to implement developmental activities in a transparent and accountable manner.
5. **Local Governments' Strong Commitment and Leadership.** The commitment of the local political leadership to make citizen's right to food its main agenda contributed immensely to the success of the program. The **relentless efforts made by some of the leadership teams, eminent personalities and community-based organizations greatly contributed** to a significant reduction in the problems faced by the city.

The Experience of Other Countries

Several countries have achieved good results in terms of ensuring urban food insecurity by promoting urban agriculture. The main reason for adopting urban agriculture as a priority is that low income urban dwellers, who are otherwise unable to satisfy their food

needs, can meet their own food needs if they are assisted to become direct producers. At the same time any surplus produced can supply vegetable, fruit and animal products for other urban dwellers at reasonable prices.

Countries that have been successful in the positive contribution made to ensuring urban food security by satisfying their food demands from urban agriculture include:

- **Hanoi, Vietnam** (80% fresh vegetables and 50% animal products),
- **Shanghai, China** (60% fresh vegetables, 100% dairy products and 50% animal products),
- **Dakar, Senegal** (60% fresh vegetables, 60% dairy products and 65 % animal products),
- **Accra, Ghana** (90 % fresh vegetables), and
- The city of **Havana, Cuba** which has 26,000 public gardens covering 24,387 hectares of land, produces 25,000 tons of food annually and meets the food needs of its residents from urban agriculture.

From the successful experiences described the reasons for success in these countries can be identified as:

- The presence of **political commitment**,
- **Strong partnership among urban actors and public participation**,
- **Concerted public education programs**,
- **Administrative decentralization**, and
- The **commitment of local leadership** in the design and application of pertinent management systems.

It is **imperative for Ethiopia to focus on these success factors and take into account local contexts in order to achieve good results in ensuring urban food security**.

2.4.2 Ethiopia's Experiences

Experiences in Rural Food Security

The main focus of the **National Food Security Strategy**⁶ has been to tackle the deep-rooted food shortages in moisture deficit highlands mixed farming and lowland pastoral areas. Four programs were developed and implemented:

1. **Voluntary resettlement program.** Identified the locations for resettlement projects and finalized the preparatory activities which were the basis for the success of the resettlement program.
2. **Developmental safety-net program.** The main targets were to give priority for beneficiaries to access household asset building loans and facilitate favorable conditions to enable their involvement in different agricultural and other income generating activities so that they could meet their food requirements. Starting

⁶ Approved in 1996 and implemented in a developmental and sustainable manner from that date.

from the GC 2012/13 (2005 EC) budget year, procedural guidelines endorsed by the Regional Cabinets were put in place, so that regional governments could allocate budgets for loan disbursement under the household asset building program.

3. **Household asset building program.** The focus of the rural household asset building program is to make credit available to farmers who wish to engage in intensive agricultural activities (e.g. cattle fattening, sheep and goat breeding, raising poultry, etc.) and small scale businesses activities and help them meet their food needs on a sustainable basis by building their assets. The loans disbursed to beneficiaries by the program were, in principle, be returned after use as business startup loans. The existence of uncollected debt due to various factors is identified as the main reason the program has not achieved the outcomes expected.
4. **Social development investment program.** The social development investment program, has achieved encouraging results in terms of transforming pastoralists into semi pastoralists by combining irrigation works with other agricultural technologies and scaling them up in pastoral areas.

The program was initially launched in Amhara, Oromia, Southern National and Nationalities and Peoples and Tigray regions as a five year program focusing on the provision of seed loans (rotational loan scheme). It was later scaled up to include Harari and Somali national regional states as well as the Dire Dawa City Administration.

Currently, support is being provided to about 8.3 million households participating in the program, which is being implemented in 319 districts. Actions to combine the program with loan services to make the beneficiaries self-sufficient through income diversification are in hand. **During the last two years of program implementation, around 2 million people were able to achieve self-sufficiency.** This illustrates the success in development activities achieved by engaging beneficiary populations in natural resource development works, building schools and health facilities as well as rural roads construction. As a result, significant results have been achieved including increased production and productivity, provision of nutritious food, and rehabilitating local eco-systems, etc.

In order to implement the program effectively, different implementation directives were developed and implemented. These were regularly updated to ensure their relevance to evolving conditions. Implementation experiences were properly documented and good practices formulated which served as a basis to scale-up effective performance. Training to accompany the various program implementation stages was provided to professional staff to enable them lead the technical aspects of the program effectively. The program was implemented by preparing annual plans and conducting regular performance evaluation at all levels that focused on the program's high level leadership.

The main challenges and gaps that were encountered during the implementation of the program were

- **The effects of climate change** (mainly drought) in terms of beneficiaries' slipping back into their previous condition,
- **Budget constraints,**
- **Shortage of personnel** and limited implementation capacity,

- **Dependency syndrome**, whereby the beneficiaries saw the program as a donation from the GoE rather than as a strategic support as a way out from their basic problems,
- **The level of voluntary public participation**, and
- **Loose financial administration systems.**

Encouraging results have been achieved in local development works by undertaking capacity building, by monitoring and evaluation and by involving the public to tackle the challenges mentioned. **These experiences demonstrate that the food security strategy being implemented in the rural areas of the country has changed the lives of many households as well as the images of localities.** Among the factors that made the program successful are the existence of strong collaboration and coordination among the GoE, development partners and the public at all stages of the program's implementation including the monitoring and evaluation of plan implementation. **It is therefore imperative to implement the Urban Food Security Strategy by taking into account the various experiences gained as well as the challenges faced during the implementation of the rural food security strategy and analyzing them with respect to the special context in urban centers.**

Experiences of the Social Rehabilitation and Development Fund

Ethiopia's Social Rehabilitation and Development Fund is a government agency established to design and implement programs that reduce poverty across the country, especially in remote and inaccessible rural areas. The main directions followed by the Fund in undertaking its activities include:

- Working with the existing social base,
- Giving heed to the society's needs and priorities,
- Adopting participatory approaches, and
- Promoting transparency and accountability.

The Fund was established with the following four major aims:

1. **Improving the general living standard of poor households by strengthening the provision of basic services;**
2. **Enhancing the income generating capacity of poor households** by creating an asset base that improves their economic capacities;
3. **Implementing community centered programs** by enabling communities to identify, prepare, implement and manage projects on their own; and
4. **Strengthening the technical and administrative capacity of community-based organizations through training.**

The Fund has adopted a committee structure, the members of which are drawn from the community, **to implement projects identified by the community.** The main functions of the project evaluation committee are identifying and prioritizing the beneficiaries' needs and following-up on the implementation of projects in collaboration with the staff of the Ethiopian Social Rehabilitation Development Fund.

The main activities of the Fund are to follow-up on the execution of projects it finances through committees established with representatives from regional governments and ULGs. The Board established at the federal level administers and controls the funds allocated at Federal level. **The main results achieved by the Fund so far include:**

1. The **technical and administrative capacity of communities** is enhanced in those areas where the development fund is implemented.
2. The **capacity to work in partnership with multiple stakeholders is increased**, and good experiences are gained through collaborative work with the various sectoral offices and development partners.
3. The **joint implementation capacity of the community, other stakeholders and the Fund has been enhanced** as a result of the various trainings provided to the top leadership and at the regional level.
4. Several **job opportunities were created by construction projects** implemented by the Fund with increased capacity of private contractors at the local level.

Some of the main challenges faced during the implementation of the Development Fund include:

- **Limited implementation capacity** of the community and other stakeholder institutions,
- **Shortage of contractors** particularly in the water and irrigation sectors, and
- **Failure to attract and retain skilled personnel.**

The experience of the Fund shows the importance of

- **A well-established organizational structure** at all levels that operates in a transparent and accountable manner;
- **Direct participation of the community**; and
- **A strong follow up and evaluation system.**

Moreover, development partners, representatives of the community and other partners as well as professionals and the leadership of the Fund actively participated in consultative and evaluation forums organized on an annual basis. These are successful experiences from which lessons can be drawn to achieve food security in urban centers.

2.5 ANALYSIS OF NATIONAL AND INTERNATIONAL PRACTICES

International Perspectives of Urban Food Security

Food insecurity is a global phenomenon and is widespread in developing countries. The interplay between the factors that contribute to the problem, such as economic, social, cultural and environmental conditions, have their own negative impact on the extent of the problem in any given setting.

About 870 million of the world's population does not get sufficient food - 1 out of every 8 persons is victims of food insecurity. Most of the victims live in developing countries and studies show that the problem is even more serious in Sub Saharan African countries.

Some of the major factors responsible for global urban food insecurity include:

- **Dependence of household incomes on market transactions** that may change daily (i.e., households have irregular incomes from informal business activities);
- **Limited attention given to agriculture and other natural resources development;**
- **Engagement in low income generating and non-sustainable daily labor activities;**
- **Absence of legal frameworks for urban land tenure security;**
- **Shortage of potable water and other utilities;**
- **Inadequate access to sanitation and health facilities**, weak social networks; and
- **The failure of governments to design appropriate safety net programs** that support households living in illegal and dispersed settlements and those living in chronic poverty most hard hit by economic inflation.

According to data obtained from the World Food Program, since the year 2008, more than one hundred million people have been exposed to unacceptable food shortages due to increases in food prices, of which 75% are urban consumers.

The Situation of Urban Food Security in Ethiopia

As stated earlier, the Central Statistics Agency has estimated that **Ethiopia's urban population has reached 18.7 million and will continue to grow at the rate of 5.2% per year**. The actual level of development exhibits significant differences across urban centers, with **significant differences in the type, extent and complexity of the problems faced by their residents**.

The problem of food insecurity in the country is deep-rooted and the main reasons include: the lack of industriousness, weak market linkages, lack of developmental good governance, poor dietary habits, inappropriate attitudes to work, inadequate provision of social support, and limited use of family planning services.

According to the Household Income, Consumption and Expenditure Survey report (EC 2010/11, Central Statistics Agency), the food poverty line is ETB 1,985 per adult person, and the general poverty line is ETB 3,781. According to the results of this study, 29.6% of the national population and 25.7% of the urban population were living below the poverty line and faced serious difficulty in purchasing adequate of food and non-food items for their family members.

The Food Poverty Situation in Ethiopian Urban Centers

Studies conducted by the Central Statistical Agency on a regular basis in Ethiopia show that the proportion of people who are below the poverty line, and especially below the food poverty line, is decreasing over time. According to these studies, the urban food poverty level has decreased from 36.5% to 27.9% between EC 1999/2000 and EC 2010/11. This is clear evidence of the success of the various policy interventions made by the GoE to curb poverty and ensure food security.

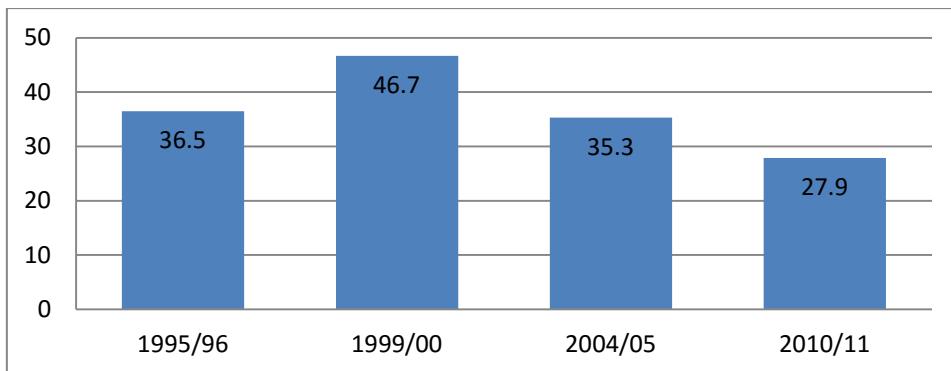


Figure 1. Urban Food Poverty Index

Level of General Urban Poverty

The Household Income and Expenditure Survey (EC 2011) identifies the proportion of people who live below the poverty line at the national level was 29.6%, and the proportion of urban residents who live below the poverty line was 25.7%. The survey revealed that for the chronic food poverty index the figures are 0.031 at the national level, 0.032 in rural areas and 0.027 in urban centers. The results of the household income and expenditure studies conducted in 2005 and 2011, show that the distribution of the income of rural residents has increased from 0.26 in 2004/05 to 0.27 in 2010/11 and, in the case of urban centers; it has decreased from 0.44 in 2004/05 to 0.37 in 2010/11. From this we can discern that although urban income disparity is decreasing over time, it is a little higher as compared to rural areas. This underlines the need to narrow the gap in urban income disparity.

Table 1. Income Distribution in Rural and Urban Areas of Ethiopia

GC	Gini Coefficient		
	National	Rural	Urban
2005	0.30	0.26	0.44
2011	0.298	0.27	0.37

Source: Central Statistical Agency (2011), Household Income and Expenditure Survey

Although residents of urban and rural areas share certain life styles, many differences exist between urban and rural areas. In urban centers, for instance, the population is more densely settled, speaks more diverse languages, possesses more diverse culture and exhibits different educational backgrounds, whereas a rural populations living in a specific locality exhibit significantly greater homogeneity in most of the areas described.

In rural areas the extended family system serves as the main social security institution but in urban centers its influence is less strong. Dense urban centers provide numerous opportunities for residents to engage in different economic activities to generate income and sources of livelihoods, whereas rural populations generally live in a more scattered way and livelihoods are mainly dependent on agriculture and the weather.

The very rapid growth in the size of the urban population results in various problems that have negative impacts on efforts to ensure food security. Various studies indicate that climate change is and will in future pose serious threats, especially for developing countries like Ethiopia that depend in the main on rain-fed agriculture. Most of the food-

security programs and projects that have been developed and implemented have had a rural focus. In the case of urban centers, **some of the examples for the GoE's commitment towards poverty reduction include:**

- **The expansion of MSEs to create more job opportunities;**
- Efforts by the GoE to **promote the private sector's contribution and create new job opportunities;** and
- **Subsidies for basic household consumption.**

For example, the GoE distributed⁷ 28.6 million quintals of wheat between 2009 and 2014, of which 25.5 quintals were brought from abroad. For this purpose the GoE spent ETB 3.8 billion in the form of subsidies. Similarly, during 2011-2014, the GoE purchased and imported 625,440 metric tons of sugar and spent ETB 3.2 billion in the form of subsidies. From 2011-2012, the GoE subsidized ETB 1.84 billion for the purchase of 365 million liters of edible oil from abroad. During the last five years, at least ETB 8.9 billion was spent to subsidize the basic consumption of urban dwellers.

Although encouraging results have been achieved from GoE's development efforts, the extent, breadth and complexity of the existing urban problems demands a substantive response to eliminate existing urban ills. Because of the social problems that accompany fast economic growth and urbanization, **the ability of vulnerable groups in urban communities to face food insecurity is low.** Socially vulnerable groups in urban communities include: street dwellers and the homeless, beggars, commercial sex workers, persons with (multiple) disabilities and the elderly outside the family support system, and form a significant proportion of the total urban population, that is forced to live in a formidable poverty cycle, exposed to heavy burdens in life.

Chief among the main factors that expose the population to poverty are the lack of urban developmental good governance and unemployment. In this connection, the unhelpful attitudes held by a certain portion of the society regarding manual work and self-employment must be seen a factor. Although Ethiopian urban communities have a good culture of cooperation and mutual support, the major factors contributing to the failure to solve these problems on a sustainable basis include:

- The haphazard nature of the support mechanisms in place;
- the blanket approach adopted in the provision of support without identifying those who cannot actually work;
- The generally reactive and subsistence orientated nature of the different types of support provided - which are not proactive and rehabilitative - and create dependency among recipients of support.

⁷ Source: Federal Ministry of Trade,

3 OBJECTIVES, GOALS AND JUSTIFICATION

It is a basic right for socially vulnerable households in Ethiopian society and those in severe poverty to receive rehabilitation support provided through the collaboration of concerned bodies, as a matter of priority. Rehabilitation support provided to vulnerable households involves **creation of a developmental safety net program**, which incorporates the provision of **psychological support, creation of job opportunities, and provision of skill enhancing training**, etc. These types of support **enable vulnerable groups to be engaged in productive activities and ensure their food security because of the benefits they receive in return for the positive contributions they make to national economic development.**

Those who are not able to engage in productive activities such as the elderly who have no social safety net, persons with multiple disabilities and children with mental disabilities who cannot attend regular education, will be carefully identified, in collaboration with communities, by putting in place transparent screening mechanisms **so that they can be provided with institutional support.** Those who are separated from their families due to different reasons and exposed to social risks will be repatriated with their families in collaboration with regions and ULGs.

For those individuals who are unemployed and in abject poverty either as individuals or as members of a family and who are on the verge of being pushed into street life, **income generating projects that increase their household incomes and enable the poorest of the poor to lead a stable life and ensure their food security will be developed and implemented** in a manner compatible with the aims of the program and be flexibly implemented in accordance with prevailing local conditions.

3.1 GENERAL AND SPECIFIC OBJECTIVES OF THE STRATEGY

General Objective

The Urban Food Security Strategy's general objective is to minimize and eventually abolish the poverty that is affecting households who are living below the poverty line by creating sufficient job-opportunities in their localities.

Specific Objectives

Accordingly, the **specific objectives of the Urban Food Security Strategy include:**

1. **Ensuring food security for the poorest of the poor** by increasing their daily income and making income consistent by reorienting unsupportive attitudes about work and instilling entrepreneurial thinking in society.
2. **Enabling jobless persons and those close to being socially vulnerable to be productively engaged** within their own localities by helping them to help themselves become self-reliant and actively participants in national economic development.
3. **Establishing a system to assist orphans and those children from low income families** so that they do not abandon their education due to shortage of food.

4. **Facilitating social security services for households who are not capable of work** and hence susceptible to many social and economic risks.
5. **Guide poverty alleviation and eradication efforts on a sustainable basis by carrying out studies and research, and providing useful information and resources** for successful urban food security efforts.
6. **Establishing consistent and robust organizational structures and operational systems** crucial to creating adequate capacity for successful realization of the strategies.

3.2 GOALS OF THE STRATEGY

Broad Goal

Alleviating and eventually eradicating the current state of poverty by:

1. **Identifying the jobless, the unemployed and the poorest of the poor** who face food security problems;
2. **Providing employment related support** to those who can be productively engaged; and
3. **Offering social security support** to the socially vulnerable groups of the society who cannot be employed for various reasons.

Main Goals

1. **At least 80% of the urban dwellers are sufficiently aware about the urban food security strategy and program** through the coordinated efforts of the beneficiaries, implementing agencies, performers and the people – from the start of the program.
2. **GoE agencies, the community, and beneficiaries have access to reliable and up-to-date information** by establishing modern information system.
3. **At least 15% of the urban infrastructure planned each year by ULGs will be earmarked for the implementation of the developmental safety net program.**
4. **The poorest sections of the society** (i.e., individuals and households) **will be beneficiaries of the program** on a continuous basis by integrating this initiative with those urban development programs initiated in previous years.
5. **At least 80% of very poor families participating in the program for three consecutive years graduate every year.**

3.3 FOUNDATIONS FOR THE STRATEGY

3.3.1 Rapid Economic Development & Guaranteed Citizen's Benefits

The mission of the GoE, within the spirit of a developmental state, is to pave the way for the eventual supremacy of a developmental political economy and philosophy. The GoE, realizing that achieving sustainable development is an existential issue, has given special attention to the development agenda, to make it inclusive and to make tremendous

efforts to dislodge the rent-seeking political economy so as to realize equitable, rapid and sustainable development. Since the days of *Tehadsso* (Ethiopia's Renaissance), the GoE began registering astounding results by motivating households to participate in efforts aimed at bringing about rapid development and exerting concerted efforts to eradicate poverty and enhance developmental good governance. When seen in the perspective of the deep-rooted poverty in the country and the national vision to extricate the nation from poverty, the GoE will increase its commitment to development, step-up anti-poverty efforts.

Article 90, Sub Article 1 of the Constitution of the Federal Democratic Republic of Ethiopia clearly states social objectives that, to the extent the country's resources permit, **policies will aim to provide all Ethiopians with access to public health and education, potable water, housing, food and social security. According to Article 41, Sub Article 5 of the Constitution, the GoE with the means available, will allocate resources to provide rehabilitation and assistance to the physically and mentally disabled, the elderly, and to children without parents or guardians.** In Sub Article 6 of the same article, it is stated that the GoE will pursue policies and execute programs and projects, which **aim to expand job opportunities for the unemployed.** In Sub Article 7 the GoE will **undertake all measures necessary to increase job opportunities**, and in Article 43 Sub Article 4, the **basic aim of development activities are underlined as enhancing the capacity of households for development and meeting their basic needs.** These examples show that the main focus of the Constitution's development objectives is ensuring citizen's economic and social security, and in this sense, **the Constitution clearly states that ensuring food security is to be fulfilled**, taking into consideration the resources available.

Taking this as a basic framework, the GoE has achieved encouraging results in adopting appropriate legal frameworks and formulating policies and strategies to ensure food security and developed programs and projects for implementation. **It is therefore imperative to capitalize on the experiences gained so far and further step up the concerted efforts that have been made to tackle the problem of food insecurity until urban centers eliminate poverty.**

3.3.2 Rapid Development and the Role of Urban Centers

As is clearly stated in the National Urban Development Policy, the country's urban development will be rapid if it is based on rural development, and when **both rural-urban and urban- urban linkages are strengthened so that urban centers progressively become market, service and industrial centers.** The policy identifies the main urban development activities to promote equitable participation of the public and its benefits are to:

1. Expand **Micro and small enterprises,**
2. Promote **industrial development**
3. Promote the **integrated housing development**
4. Extend **health facilities & recreational center**
5. Develop **capacity for public administration,**
6. Undertake **environmental protection,**
7. Provide **developed land and infrastructure,**
8. Carry out **urban planning.**
9. Expand **educational and training programs,**

Ensuring rapid and equitable urban development, apart from extending infrastructure facilities, requires that a livable and competitive environment is created in urban centers.

This can be realized if the above mentioned **key urban development orientated activities are undertaken not in isolation but in an integrated manner**. Some of the factors that can be taken as good opportunities to successfully implement the above mentioned key urban development tasks in an integrated fashion as well as scaling up good experiences include:

- The **compact nature of urban settlements** that are densely populated;
- Better **access to various kinds of media** being enjoyed by urban residents;
- The relatively **better educational background** of urban residents that offers better opportunities for effective capacity building; and
- The presence of **strong youth and women** associations.

Through the integrated implementation of the urban development tasks described, it will be possible to reduce and eventually eradicate the widespread unemployment and associated social ills essential to ensure the food security of urban residents and realize the national development vision.

3.3.3 Industrial Development and Public Benefits

GoE has made significant efforts to create opportunities for employment and income generation by promoting the development of industries and increasing the benefits received by households. These efforts include facilitating access to production machinery, production and marketing premises (built facilities) and credit, as part of a support package provided for those industries that offer multi-dimensional benefits to a broad section of urban dwellers by, for example, fostering rural-urban linkages. These include industries that are labor intensive, have broad market opportunities and promote technology transfer.

Accordingly, various kinds of technical and business development related support are being given to selected industrial sectors, which include technology transfers, infrastructure provision, access to loans, provision of information and supply of other inputs. Industries receiving benefits are expected to benefit a broader section of the society and contribute to creating structural changes in the country's economy. They include **MSEs that are expected to serve as incubators for entrepreneurs who, over time will become internationally competitive industrialists, are labor intensive and can grow into capital saving medium and large-scale industries. The domestic capacity to produce manufactured commodities that will be increased by this means is intended to create the critical mass necessary for the sustainability of all rounded national development.** Moreover, apart from its significant role in terms of saving foreign exchange - that would otherwise be required to import manufactured commodities as well as increasing the foreign exchange earnings by exporting manufactured goods, - this initiative will have great significance in ensuring food security. **The manufacturing sector, by providing many productive jobs, has strong role in expanding infrastructure and social services, enhancing developmental good governance, developing the national economy and creating a prosperous nation.** Investments in manufacturing will support GoE's efforts to ensure food security by providing **employment opportunities to those who will otherwise need support from urban food security programs.**

3.3.4 Linkages between Urban Food Security and the GTP

The GoE, by preparing the GTP I and II, has made comprehensive efforts to reduce poverty and achieve sustainable development. Accordingly, the GoE is striving to increase production and productivity by developing agricultural and rural development policies, which aim to assist farmers to use modern agricultural technologies effectively and to adapt and adopt new agricultural practices. Tremendous efforts are being exerted to extricate the country from poverty by encouraging private investment in agriculture. In parallel, **the MSE development program is being implemented as a key initiative to tackle food security problems faced by urban residents, to enhance their incomes and ensure their active participation in and equitable share of benefits from development.** In order to reduce and eradicate unemployment in urban centers, the urban development component of GTP II has been developed by taking, as the key direction, the need to give priority and comprehensive capacity building support to and especially **enhance participation of women and youth in MSE establishment and operation.**

In addition, some of the activities that are given emphasis in the GTP include: tackling the shortage of urban housing, expanding urban environment and infrastructure, improving urban waste management systems and greening cities, ensuring equitable use of urban land for development purposes, ensuring developmental good governance, and alleviating and eradicating citizen's food security related problems.

It is evident that, by pursuing the key directions mentioned above and by developing and implementing policies, strategies and programs that will help meet the targets set out in the GTP, as well as those in the Millennium and Sustainable Development Goals, the GoE is working relentlessly **to achieve the national vision of making the country a food self-sufficient and middle income nation by 2025.**

3.4 THE RATIONALE OF THE STRATEGY

According to the assessments made of the current situation, among the various problems prevailing in urban centers, food insecurity is a key issue that will be addressed with utmost priority. **The National Food Security Strategy, which has a rural focus, does not address the unique issues involved in the urban context.** A closer look at the development activities in Ethiopia's urban centers shows that, **urban food security issues: Are not addressed in an integrated and consistent manner, and appropriate organizational systems, legal frameworks and operational procedures are not in place to lead the urban food security effort in a coordinated, consistent and transparent fashion.** Apart from serving as reliable market outlets for the increasing agricultural produce from rural areas, urban centers will provide adequate infrastructure and services as well as food lest they slow down the growth already being achieved and that is anticipated to be achieved by the fledging manufacturing sector.

The performance of the rural sector will have a significant impact on the success of efforts to ensure urban food security. On the other hand, because urban centers have a significant role in purchasing and consuming rural products and supplying the rural areas with the necessary inputs, failure to ensure urban food security will limit rural development. **It is imperative to strengthen rural-urban and urban-urban linkages in order to ensure urban food security and urban centers will also make concerted efforts to ensure their food security.**

4 URBAN FOOD SECURITY STRATEGIES

4.1 EQUITABLE PARTICIPATION & SHARED BENEFITS

The ultimate goal of the urban food security strategy is to expand urban residents' and households' capacity and opportunity to work, by bringing about changes in attitudes and transferring employable skills. Encouraging results have been achieved by the MSE development strategy implemented by the GoE. Although sustainable job opportunities have been created through increased support for MSEs which include identifying businesses that provide employment opportunities for broad sections of the society, **the gaps identified in terms of access and incentives for all sections of society is one of the reasons for the failure to ensure urban food security.**

Bringing about positive attitudinal changes towards work and facilitating the creation of jobs that result in evidence based improvements in the urban environment and that also have significant multiplier effects (create additional job opportunities) is essential in ensuring households' food security. Although the results brought about by mobilization efforts in terms of bringing about attitudinal changes and creating significant job opportunities are crucial for national development, **the process is complex and requires better collaboration, networking and commitment of the relevant stakeholders.**

The experience of other countries that implemented urban food security programs confirms this finding. For example, as was noted that during the experience sharing visit organized in Brazil, **numerous government agencies and stakeholders had participated in the implementation of more than 30 programs within the administrative structures established.** Some of the collaborative activities include:

- The Bolsa Familia household food provision and household agriculture program,
- Milk distribution program,
- The national household agriculture program,
- The school lunch program, and
- The comprehensive family program.

The Bolsa household food security strategy was implemented in collaboration with other programs and not as a standalone sectoral program. In the same way, the public feeding program became operational by collaborating with several stakeholders.

Taking this experience into account, **by identifying alternative job opportunities based on research and by giving special focus to their suitability for execution in the urban setting, efforts will be made to involve the public in creating significant job opportunities** in various areas including: urban agriculture, integrated water shed management, compost preparation, sanitation and beautification, green development, river side reclamation and development and other infrastructure development works. **Urban households in abject poverty and the poorest of the poor will be carefully selected, and assistance provided so that they are employed in jobs that take into consideration their capacity and interest. A data base will be established** by conducting detailed studies and collecting accurate information from the federal to local

government. **Households who need special support will be provided with appropriate support by developing job opportunities** that take account of the local context. **Skill development trainings will be provided** and, in accordance the program's action plan, conditions will be created to extricate them from poverty and enable them graduate to the next level of enterprise development.

Food security related problems in urban centers are faced by low income households. As the majority of this group either work as daily laborers or are employed in the informal sector, **they will be provided with comprehensive support that enables them to engage effectively in jobs that are of their own choice and thereby ensure their food security.**

The main direction set by the GoE is ensuring households' food security is through broad job opportunities created as a result of the rapid development achieved nationally. In addition, in order to benefit from job opportunities in other countries in a way that does not harm the image of the country the GoE, in collaboration with labor agencies and its diplomatic missions abroad, **will encourage employment opportunities abroad by providing skill development training and professional competency certificates to migrant workers.** In this connection, **the GoE will increase the support it provides to developmental investors that create job opportunities within the country. Trained personnel will be made available to support industrial parks** currently being developed.

Job opportunities that can be created by using the country's human and natural resources will be promoted by formulating good lessons from the experiences of other fast growing countries that have ensured their urban food security. Parallel to this, the **GoE will extend strong support to entrepreneurs, by facilitating and protecting their intellectual property rights**, so that their prototype designs will be developed to the point of production. The GoE will also **facilitate the provision of production and marketing premises (business sheds) as well as business licenses to households currently engaged in informal street trading activities so that they operate legally.**

Efforts will be made to tackle public health hazards by **introducing an integrated waste management system and linking it with job creation**, ensuring clean and green development as well as eradicating air pollution and air borne diseases in urban centers. **The scaling up of green development works, in addition to enabling households to be healthy and productive, will create favorable condition for promoting urban agriculture.** Concerted efforts will also be made to undertake **integrated catchment area development and river rehabilitation works** which may incorporate re-forestation of mountains and slopes that, where possible, will be made ready for horticulture and floricultural production. This will **create favorable conditions for underground water recharge by facilitating the seepage of runoffs.** A system will be established to **collect properly dry waste and convert its biodegradable component into compost** for urban agriculture and green development.

Projects that have the potential to generate jobs such as the construction of cobblestone roads and drainage canals as well as the establishment and maintenance of public toilets and recreational centers, to be provided with special packages, will be implemented in way that helps to achieve food security.

4.2 RURAL-URBAN AND URBAN-URBAN LINKAGES

Ethiopia's urban development will be rapid and sustainable if, in support of agricultural development, urban centers gradually develop into strong market, service and industrial centers that strengthen rural-urban and urban-urban linkages. A strong marketing linkage will be established by removing brokers and lengthy marketing chains so that rural products can be supplied directly to urban consumers.

By strengthening rural-urban and urban-urban linkages that have social, economic and service related dimensions, functional connections and partnerships will be established with stakeholders and collaborators in cities where the Urban Food Security Strategy is implemented by rehabilitation and prevention plans. Based on the partnerships to be established, **assistance will be provided to members of the vulnerable groups in communities to reunite them with their families, provide them with rehabilitation-related support within their respective localities through job creation.**

4.3 ATTITUDES TO FOOD

Efforts will be made to bring about **changes in the dietary habits of the population by:**

1. **Introducing different kinds of potentially edible animal and plant products** that are important in ensuring food security,
2. **Conducting appropriate research and undertaking concerted public awareness and education programs** at different levels;
3. **Introducing indigenous crops** (consumption of which is currently confined only to some parts of the country), **with high caloric content and high productivity**, so that they are produced and consumed in other parts of the country.

4.4 FOOD SUPPLY AND MARKETING SYSTEMS

As can be learnt from Brazil's experiences in urban food security, in order to stabilize food prices in urban centers and ensure continuous supply, fruit and vegetable producers from the urban centers and their surrounding rural areas will be provided with market places so that they sell their produce directly to urban consumers without brokers.

In addition to agricultural products produced in urban centers, **fruits and vegetables cultivated in peri urban and adjacent rural areas will be sold at reasonable prices in designated places**. Using appropriate transport equipment such as wagons and push carts, producers will be able to **sell fresh food items along road sides and at open spaces** at competitive prices. This strategy will enable low income urban households to improve their access to affordable food and hence ensure their food security.

The activities of **consumers associations will be expanded throughout the country, in order to promote the creation of a modern and equitable marketing system** and provide imported as well as local manufactured products at competitive prices.

An information technology supported information management system will be established to ensure that the marketing system is transparent, efficient and equitable as well as to strengthen the integration of production and marketing processes by **improving the availability of good quality information about the conduct and performance of the**

market.

By facilitating the networking and collaboration of actors that participate in the free market system, continuous awareness creation initiatives will help forge direct links between producers and consumers that play a role in creating reasonable market prices. Illegal traders who violate trade codes and brokers, who add little value in the marketing chain and play a negative role in creating price hikes, will be brought into the formal system to improve the product delivery chain.

4.5 REDUCING VULNERABILITY TO RISK

As stated in the National Policy and Strategy for Disaster Prevention (EC 2013/14), preventing the occurrence of disasters is a viable alternative strategy to rehabilitating victims after disasters strike. In order to prevent disasters from occurring in the future, the urban development component of GTP II (2015/16-2019/20) includes 9+1 pillars:

1. Pillar 1. Urban Transformational Leadership.
2. Pillar 2. Micro & Small Enterprise and Urban Productivity (Economy).
3. Pillar 3. Urban Developmental Good Governance & Services.
4. Pillar 4. Urban Planning, Land Development and Management.
5. Pillar 5. Housing Development, Shelter Provision and Administration.
6. Pillar 6. Integrated Urban Infrastructure.
7. Pillar 7. Environmental, Green Services and Recreation.
8. Pillar 8. Resilient, Inclusive and Safer Cities.
9. Pillar 9. Urban Finance.
10. Urban Social Development.

To implement the Pillar 8 projects, **ULGs will prepare** (in collaboration with stakeholders) **comprehensive disaster prevention and preparedness plans**, as part and parcel of the comprehensive urban development plans. A mechanism will be developed and implemented to **ensure the participation of the public**, especially those who are vulnerable to disaster. **Special attention will be given for the conservation and development of natural resources. Environmental pollution prevention and reduction plans will be made prepared. Partnership and networking will be promoted among all stakeholders. Early warning systems will be established to provide organized information instrumental to effective precautionary measures.**

4.6 ESTABLISHING A DEVELOPMENTAL SAFETY-NET PROGRAM

It is possible to strengthen and bring to satisfactory conclusion efforts to eliminate the rent seeking political economy and ensure the developmental political economy in urban centers by mobilizing communities, establishing a strong Development Army and involving the public as a whole. After clearly identifying the main sources of rent seeking, a full anti-rent seeking struggle is gaining momentum and the public is actively participating in ongoing efforts to create a favorable environment for the success of plans prepared to ensure development and developmental good governance. **By identifying**

and solving problems that cause public discontent, effective activities are underway to enable the public to participate in developmental activities and to benefit from development.

Ensuring sustainable food security in urban centers requires that transparent and accountable systems are put in place. Due to differences in their administrative status as well as the social and economic background of their residents, the problems faced by urban centers are complex and multi-dimensional. The lack of accurate, reliable and well organized information encourages conditions in urban centers that are ideal for rent seeking attitudes and practices to flourish. The **absence of transparent operational systems creates difficulties in understanding and solving households' food security problems.** For this reason, concerted efforts will be made to ensure developmental good governance and increase anti-rent seeking activities in collaboration with the public. **This will be done by establishing transparent and accountable operational procedures in all tiers of GoE and within ULGs and by facilitating conditions for the provision of efficient and effective service delivery to households.**

Proper identification of beneficiaries based on objective selection criteria is crucial for the successful implementation and sustainability of the urban food security program as it creates transparency that will contribute to ensuring accountability. Beneficiaries selected for the food security programs will be the poorest in society who are not the target groups of other urban development programs such as the IHDP, MSE development program, etc. It will be very difficult to manage the Urban Food Security Fund established by the Federal GoE, because of widespread rent seeking attitudes and practices in urban centers that will make it difficult to identify the beneficiaries properly. In order to tackle this problem, it is vital to organize activities (by mutual consensus) with the public to create a "change army".

As a final step, **those citizens who cannot engage in development of productive jobs will be given institutional support** - if they cannot get direct support within communities and households. As the largest portion of the workforce is involved in the informal sector, **informal operators will be provided with land for the construction of production and marketing premises so that informal activities are formalized and operate legally.** This support is crucial for informal operators who are engaged in roadside trading activities, which cause traffic congestion and accidents.

Thus, by **mobilizing the public at all levels, the capacity of ULGs to solve food security problems of urban residents on a sustainable basis will be developed. Those sections of the society to be identified as vulnerable to food insecurity will be freed from poverty cycle by helping them to create an asset base.**

4.7 ORGANIZATIONAL CAPACITIES AND STRUCTURE

Gaps identified in achievement of food security in urban centers are multi-dimensional and complicated and necessitate substantial preventive and rehabilitative works. They also require a lot of hard work to coordinate the efforts of different organizations.

Appropriate organizational capacity and operational systems will be developed and established, based on thorough studies, to ensure a **coordinated execution of different types of support to be provided** and food security efforts to be undertaken by different bodies.

The main tasks to be undertaken by the organization to be established include:

1. **The establishment of a stakeholders' council** that follows-up on and provides support for the execution of urban food security policies, strategies and programs;
2. **Mobilization of resources** to support the above; and
3. **Formulation and scaling up of good practices** from international and domestic experiences.

Organizational capacity, including structures, for urban food security will be established at federal, regional and ULG levels and will incorporate specialized work processes (appropriate organizational units) for education and training, follow up and support, job creation, coordination and resource mobilization, study and research, rehabilitation and prevention and other activities.

Organizations created will have the vision to gradually reduce and eventually eliminate chronic urban poverty, unemployment and vulnerability to various social ills. This is to be achieved by establishing partnerships and signing agreements with stakeholders (as required) to implement various employment generation packages described in the **Urban Food Security Strategy** and by undertaking prevention and rehabilitation works.

4.8 PUBLIC PARTICIPATION & OPERATIONAL PROCEDURES

Concerted efforts will be made to ensure that the various initiatives undertaken by the GoE, international development partners, local nongovernmental organizations, faith-based organizations and the public are based on well organized, accurate and reliable information, to reduce and eventually eliminate urban poverty, tackle the problem of unemployment and strengthen social security systems. Efforts will also be exerted to bring about tangible and sustainable changes on the ground by organizing and strengthening the financial and human resources to be deployed for this purpose by different bodies. An appropriate environment will be created so that the federal and regional governments, ULGs, civic organizations, development partners, and local nongovernmental organizations, the public and socially vulnerable groups of the society serve as the main partners and collaborators. **Detailed and clearly outlined plans will be prepared by the federal and regional governments as well as ULGs in order to minimize and eventually abolish the chronic poverty that exists at individual and household levels, and by these means eliminate gaps in food security.** This will be implemented by:

1. **Preparing a package for sustainable food security,**
2. **Developing organizational capacity** (including structure) structure that can execute the vision,
3. **Assigning adequate budget,**
4. **Conducting appropriate studies and research, and**
5. **Mobilizing adequate resources.**

Concerted efforts will be made by urban communities and assigned organizations to **improve the unhelpful attitudes of parts of society towards manual labor and self-employment that are evident, especially among the youth, by collecting accurate and reliable information about employment trends and conducting peer group discussions**

to mobilize the public. An attitude of personal “readiness” to take available jobs will be promoted. To ensure food security at individual and household levels, appropriate operational procedures will be put in place to enable the **community and community organizations, to play key roles in the planning, implementation, monitoring and evaluation processes.** By creating mutual understanding about the problems and their solutions, the public will be encouraged to make positive contributions to the goal of food security with a strong sense of ownership.

Good practices in Brazil and elsewhere demonstrate success is possible. Several ministries joined their forces to implement in an integrated manner more than 30 programs through government structures at all levels. In the case of the Bolsa Familia Project, the provision of job creation and income generation related supports, adult education and skill trainings and food as well as the implementation of various programs including household level farming program, diary program, public feeding program, national household farming program, school feeding program and integrated family support program are worth mentioning. In addition to government institutions at the Federal level, sixty-five civic organizations are partners of the Zero Famine Vision and Strategy. These institutions, by providing basic services, food and basic commodities as well as creating job opportunities, play critical roles that will benefit all. A lead ministry serves as a focal institution for the implementation of the strategy and coordinates efforts to identify support packages as implementation tools. These include household appliances (such as refrigerators and stoves that will be exempted from taxation), industrial inputs, various kinds of material and other kinds of supports to be given towards the program’s implementation. The lead ministry also performs other duties in coordination with other relevant institutions. The food security strategy adopted by Brazil, and which became successful as described earlier, has received international recognition. **It is therefore imperative to use this experience and take into account the current context in Ethiopia.**

4.9 IMPLEMENTATION CAPACITY

Political leaders and implementing agencies have the main task to be performed: creating sufficient understanding and building a strong commitment to achieve urban food security. Some of the issues to receive attention include:

- **Establishing an institutional framework and organizational capacity to execute this vision, goals and objectives of the Urban Food Security Strategy;**
- **Developing the operational procedures and staffing** for the organization with appropriate and adequate number of personnel;
- **Provide appropriate awareness raising and skill development** training to the various implementation bodies at different levels;
- **Establishing a system for regular monitoring and evaluation of performance** in implementation of plans; and
- **Providing relevant support to the participating actors.**

One of the good lessons that can be taken from the National Food Security Strategy implemented in the rural areas of the country and that will be scaled up in the urban context is the **implementation of such programs in a decentralized manner and through**

organized participation of the community through community-based organizations. A focal point for such participatory processes and key for the success of the program will be a review of the recently decentralized ULG institutional framework and ensuring participation of the community and other stakeholders at the neighborhood level.

4.10 RESOURCE MOBILIZATION AND MANAGEMENT

The Urban Food Security Fund to be established at the federal level will help reduce rural to urban migration and provide rehabilitation services for beneficiaries. This will be achieved by ensuring the Urban Food Security Fund does not conflict with the Social Security Fund and other similar funds and by establishing a strong information network in Ethiopia's urban centers.

Coordinating stakeholders' efforts towards a common goal is very important in order to translate into practice this Urban Food Security Strategy. **This will be achieved by preparing packages for implementation of the Urban Food Security Program and securing resources for its effective implementation.**

As urban food security problems cannot be solved solely through GoE's efforts, it is **important to use the existing societal tradition of mutual support for worthwhile initiatives** and to organize and harmonize separate efforts by the various actors. In order to translate this into practice, **development partners and government organizations will collaboratively work to change public attitudes. The main resources will be provided by the GoE, the public, Idirs, local nongovernmental organizations, faith-based institutions, private investors, well-known personalities and international development partners and through special fund raising initiatives.**

To ensure the participation of stakeholders in resource mobilization, **the ULGs will utilize efficiently the resources mobilized for the intended purposes.** The sustainability of resource mobilization efforts will be guaranteed by establishing credible, transparent and accountable systems. Money received from development partners by program implementing organizations as loans or direct support will be managed **in accordance with GoE financial management regulations. Operational procedures will follow the same or similar procedures to those adopted by the rural food security program.** By giving **special attention to information technology** the fund raising activities will be carried out **using modern operational procedures.** A system will be established for effecting payments through banks.

4.11 SCALING UP GOOD PRACTICES

Providing support to potential rural-urban migrants, still resident rurally, can help increase their productivity and reduce the push factors driving rural-urban migration. The experience of other countries demonstrates that **strengthening and expanding urban agriculture is crucial in contributing to increased urban productivity.**

To increase agricultural production in urban centers, decisive measures will be taken to encourage households to adopt and utilize modern agricultural technologies and operational methods. In order to tackle food insecurity by increasing productivity and reducing the dependence on rain fed agriculture, it is important to raise the awareness of urban and rural farmers about **use of rivers, groundwater and harvested surface water**

runoff for irrigation of crops. In order to increase production levels that meet increases in population size, it will be necessary to **research the subject and establish demonstration centers in urban centers.**

An excellent opportunity for promoting urban agriculture is the presence of underutilized land and water resources, idle labor and a favorable climate in many of Ethiopia's urban centers as well as the presence of supportive policies, strategies, programs and projects. Some of the **important urban agricultural activities that can be promoted to reduce urban food insecurity** include:

- Production of vegetables (such as lettuce, kale, peppers, tomatoes and cabbage) and fruits (such as mango and avocado),
- Growing of mushrooms and the Moriniga plant, and
- Livestock production such as poultry, breeding sheep, goats and swine, and fattening cattle.

In this regard, good urban agriculture practices identified in other countries can be analyzed and scaled up to adapt them to Ethiopian conditions.

A strategy of mobilizing the public so they become fully part of the solution, by explaining the depth and gravity of the problem, is a key intervention that can provide a sustainable solution to urban food insecurity. This strategy can help considerably to **instill strong developmental thinking and create national consciousness - supportive attitudes and norms of behavior about urban employment** - among the public, stakeholders and partners. The experiences of those countries that successfully change the attitudes of the public towards work involve them in urban agriculture and thereby reduce food insecurity in a short period, will be identified and the experience adapted to the Ethiopian situations.

Urban food security can be achieved by **linking awareness raising efforts with job creation in different areas including urban sanitation and beautification, green development and integrated catchment area development works as well as construction of access roads, drainage networks and other infrastructure development works.** Best practices identified throughout the country will be formulated and implemented by preparing packaged guidelines for each intervention. **Urban residents currently in chronic poverty and exposed to food shortages will be mobilized to sustainably improve and develop their localities, by formulating good practices from other countries by adapting them to the current situation of the country.**

To improve households' incomes, **strong social security services will be established as an additional mechanism for solving urban food insecurity.** Different modalities to be adopted to provide robust social security services on a regular basis include: the provision of institutionalized services, monetary subsidies, basic commodities, free education and school feeding programs. It is important to formulate and implement **social security service packages in a manner that benefits households in an effective and sustainable way by identifying the poorest of the poor** who cannot engage in productive employment.

4.12 PUBLIC AWARENESS AND COMMUNICATION

A developmental communication strategy has clear objectives and goals and involves **two-way communication** with the aim of changing wrong perceptions and ensuring proper and comprehensive public and stakeholders' participation. This approach to communication, apart from ensuring that a **developmental approach directs the public and households also ensures equitable benefit from development**. It is a tool that helps maintain sustainably the rapid and continuous economic growth achieved in Ethiopia. Because, the participation and partnership of several stakeholders is required to **implement the Urban Food Security Strategy**, the various stakeholders will join forces to tackle problems identified, recognize that the cycle of urban poverty is a critical problem for the country and its households, and undertake continuous public awareness and communication.

5 IMPLEMENTATION ROLES & STRATEGIES

5.1 STAKEHOLDERS' RESPONSIBILITIES

Federal, regional and urban local governments together with other stakeholders and partners will discharge effectively their responsibilities in an organized and coordinated manner so as to ensure the successful implementation of the Urban Food Security Strategy. Accordingly, the specific and joint responsibilities of the various stakeholders are presented as follows.

5.1.1 Beneficiaries

Individuals and households identified as living in chronic poverty are expected to:

1. **Develop positive attitudes that enable them accept that it is possible to change their lives through hard work and by engaging in available job opportunities.** By this means they can help themselves and participate in the development of their country in collaboration with other stakeholders.
2. **Develop a habit of generating savings from income and repay business loans** they may take from microfinance institutions or banks.
3. **Ensure their business competence** by delivering their products and services at the right quality, just in time and at competitive prices.
4. **Avoid dependency, solve their problems on their own initiative and with support build their capacity** in terms of business skills and entrepreneurial abilities.
5. **Serve as models in the fight against rent-seeking attitudes and practices** so that developmental attitudes and practices prevail.

5.1.2 Communities

The community has a crucial role to play in the implementation of the Urban Food Security Strategy. Communities will:

1. **Condemn negative attitudes towards manual work and self-employment** in society, caused by the strength of rent-seeking; **demonstrate their commitment to and strive for the creation of industrious and visionary households.**
2. **Help eliminate rent-seeking attitudes and practices** and promote transparency and accountability.
3. **Recognize that no generation or country can grow by entirely being dependent on foreign aid** because intermittent support will not bring lasting results.
4. **Actively participate and offering its support to the different institutions created** to ensure urban food security.
5. **Recognize that support given to socially vulnerable groups on the basis of humanitarian or religious grounds will be selective lest it encourage or create dependency on charity** and thereby negatively affect the nation's economy and image.

6. **Actively participate, with strong commitment and sense of ownership**, in GoE's development and developmental good governance initiatives from start to end.
7. **Ensuring civic organizations, such as women and youth associations as well as Idirs, play their part in the recruitment and selection of beneficiaries** as well as in the proper implementation of the program.

5.1.3 The Government of Ethiopia

Government of Ethiopia includes federal and regional governments as well as ULGs, and the different government administrative structures at different levels, through all of which the Urban Food Security Strategy is to be implemented.

1. **A focal organization** to coordinate the main stakeholder and collaborating organizations in implementation of the Urban Food Security Strategy will be established at the federal level.
2. **The organizational capacity at regional and city levels** will be identified and provided with the necessary support.
3. **Appropriate implementation mechanisms, development packages, legal frameworks and implementation capacity building programs** to help execute the Urban Food Security Program will be prepared and the support necessary will be provided to ensure their proper execution.
4. **Appropriate studies** that identify and address urban food insecurity will be conducted.
5. **International experiences will be formulated and disseminated** to users and **organizational capacity established** to follow-up on their implementation.
6. **Appropriate support will be given to improve gaps** identified during implementation through such follow-up activities.
7. **Equitable utilization of resources will be ensured** by promoting partnerships and collaborations on the basis of information that **integrates disparate social protection systems**.
8. **A system to ensure integrity of outputs and outcomes** will be built by establishing **transparent and accountable procedures**. **Resource mobilization** efforts will ensure the **sustainability** of the program by coordinating different development partners, religious institutions and the public at large.
9. **Continuous public awareness raising works will be conducted** to change mistaken attitudes that constrain Ethiopia's work and culinary habits and beliefs.
10. Concerted efforts will be made to make the implementation of the strategy effective by **dislodging the thinking and practices of rent seeking** that are rampant as well as by **establishing developmental good governance**.

5.1.4 Development Partners

Development partners include religious institutions, local nongovernmental organizations, international nongovernmental organizations, bilateral and multi-lateral agencies, etc. Their main responsibility will be to provide support to beneficiaries so that

they escape from poverty. Activities that support effective implementation of the Urban Food Security Strategy include:

1. **Improving society's negative attitudes** to work and backward culinary cultures,
2. **Mobilizing resources** for the implementation of the Urban Food Security Program,
3. **Striving for the prevalence of developmental good governance**, and
4. **Providing support for the anti-rent seeking struggle** and other measures.

5.1.5 Associations and Federations of Persons with Disabilities

1. **Record their membership size by type of disabilities and provide recommendations** on the types of work they can be engaged in.
2. **Work in partnership with other stakeholders** to facilitate their members' access to jobs depending upon the type and extent of their disabilities.
3. **Engage, in collaboration with other stakeholders, in awareness raising activities to change the wrong attitudes** those with disabilities have about themselves, and the public and those the public have about disabled persons.

5.1.6 Local Nongovernmental Organizations

1. **Provide psychological and skill development training support** to rehabilitate those in society who are in difficult or vulnerable situations.
2. **Offer financial, material and consultancy services support** for implementation of the Urban Food Security Strategy.

5.1.7 Forum for Faith-Based Organizations and Their Members

1. **Ensure that religious institutions have a common understanding** about the provision of relief support.
2. **Change the attitudes and practices** of members of religious denominations about provision of aid and help to the needy.
3. **Mobilize resources** for the execution of the Urban Food Security Strategy from the members of religious denominations.

5.1.8 International Development Partners

1. **Support for the execution of GoE urban food security projects.**
2. **Check, undertake monitoring and follow-up activities** to determine performance and whether the various supports provided are used for the intended purposes.

5.1.9 The Private Sector

The private sector, as part of its corporate social responsibility, is expected to actively participate in government efforts aimed at ensuring urban food security. It will:

1. **Collaborate by offering opportunities for apprentice placements** and/or hiring persons that have undergone skill development training for gainful employment;
2. **Participate in urban sanitation and beautification, green development and urban**

agriculture related works;

3. **Strive to improve, in partnership with the GoE, the marketing chain of their products; and**
4. **Participate in the provision of support** that would help the effective execution of the Urban Food Security Strategy.

The GoE will give the recognition necessary to the efforts of the private sector to ensure urban food security by providing (subsidized) food for employees at the workplace. GoE and the private sector will enable charitable individuals and organizations to play significant roles in ensuring urban food security.

5.1.10 Artists

1. **Prepare and present, through digital and other mass media, entertaining and educational programs** to bring about positive attitudinal changes in society.
2. **Show their support for GoE's Urban Food Security Strategy** by responding to calls to participate in concerts and other fund raising events.

5.2 IMPLEMENTATION STRATEGIES

Building the Development Army

Leadership. The mission of a Development Army is to make concerted efforts for the effective and efficient implementation of activities to be undertaken in urban centers and thereby achieve rapid and sustainable economic development and enhanced developmental good governance. Appropriate political leadership and wisdom are crucial to building Development Army for urban development, as it is only through practically solving development-related problems that capacity for effective urban leadership can be built. Through this process competent political leaders can be created at all levels to mobilize the Development Army, which gets stronger day by day, effectively. Building a Development Army will be one of the main focal areas for implementation of activities to ensure urban food security. This can be realized by **focusing on creating leadership skills and building capacity through practical experience.**

Communities. The second wing of the Development Army is community-based organizations. At the federal level, focus will be given to strengthen the working relationships of community-based organizations and societies with the Ministry of Urban Development and Housing, not only to **build the Development Army** but also to **build developmental attitudes in urban residents** that support the effective implementation of the Urban Food Security Program. To promote public participation, the **organizational structures created below the Woreda level by women, the youth and urban dwellers** (i.e., at the zone and village levels) are identified as the main focus areas for building a Development Army. A system will therefore be established to help youth and women's leagues, at all levels, to make concerted efforts to ensure food security in urban centers. This is very important as the Development Army is indispensable to fulfilling sustainably the desired aims and goals of the urban food security program. Among individuals and households, the poorest of the poor will be selected using objective criteria, and the Development Army will **take corrective measures where there**

is potential to obtain unfair advantages.

In order to perform urban food security program activities effectively, with public mobilization, **it is important for the program to be led with a common consensus, effective coordination and systematic organizational means as well as strong ownership by the political leadership, the GoE organizations responsible for its implementation, lead performers within the respective organizations and urban dwellers.** It is therefore imperative to focus on building the Development (Change) Army in order to identify, jointly fight and dislodge the sources of rent seeking by creating suitable platforms for regular public discussion and dialogue.

Fully and Inclusively Involving Stakeholders

The task of ensuring urban food security will be undertaken with the direct participation of the public. Efforts will be made to ensure that urban communities are “brought on board” at all stages – from the first introduction of the strategy. Even after the implementation of the strategy is started, **the public will have full understanding of the basic attitudinal and developmental good governance issues** that provide key inputs to the development of **GoE’s Urban Food Security Strategy**, so that **they can contribute effectively to its successful implementation.**

It is imperative to undertake capacity building and awareness raising interventions that strengthen the commitment of urban political leaders and executive bodies to enhance development and developmental good governance so that they can, in collaboration with other stakeholders, **eliminate urban food insecurity by aggressively fighting rent – seeking attitudes and practices.** It is wise to put in place, as a priority, **a system to enable ULG to prepare detailed project proposals for execution** that ensure the success of the Urban Food Security Program and to inform their communities and beneficiaries.

This approach will ensure **households’ equitable access to the benefits of development.** This is one of the basic principles adopted by Ethiopia’s developmental government. By institutionalizing developmental good governance the delivery of state and ULG services can be made efficient and effective and societal attitudes changed.

The GoE and public wings of the Development Army established from the Federal through to the city level must work in tandem and in a coordinated manner. It is important to **encourage socially vulnerable groups to organize themselves in associations** by providing them with **appropriate psychological support and skill development training.** It is vital to arrange regular platforms for joint activities to be executed. **It is necessary to undertake urban food security activities in a planned manner** so that GoE organizations as well as other stakeholders and partners who have distinct roles in the execution of urban food security plans, will be better motivated and more ready to work in an integrated manner. Where activities are undertaken in collaboration with Council of Representatives (established at different levels of government), these will first have to be identified and then be tackled in a manner that achieves synergetic results. **It is also imperative to adopt a direction that supports close (in tandem) operational practices** between the Ministry of Women and Children, Ministry of Social Affairs, women and youth leagues, the mass media, government communication offices, print and electronic media, artists, development partners and other stakeholders and collaborator institutions.

Implementation based on Performance

The Urban Food Security Strategy will benefit urban dwellers that live in abject poverty. The selection of beneficiaries will be carried out as established by (previously) approved beneficiary selection criteria. Residents of the target communities must participate actively in the selection process and approve those “poorest of the poor” that are selected from among individuals and/or households to participate as beneficiaries. The selection process will clearly identify the beneficiaries by their names and addresses. By preparing a clear set of evaluation criteria, beneficiaries will be informed about when and how they will graduate from the program and about the efforts they must make exert to ensure the program’s effectiveness.

The goals of the strategy, as are set for different administrative levels, will be measurable and time bound, clearly outline the activities to be performed and implementing bodies responsible for their execution. Activities that require a close working relationship with other stakeholders and those that do not must be separately and properly identified and consensus reached about the division of labor. Similarly those activities to be implemented directly by the beneficiaries or communities will be fully identified in advance so that public discussions can take place and consensus reached.

In order to ensure that plans prepared for urban food security are relevant, consistent and harmonized, **the lead organization (Federal) will prepare its own strategic plan as well as a model plan to be adapted by the other government structures.** The lower government structures, having prepared their own plans for their area of jurisdiction, will present draft plans to the respective higher (administrative) government authority and the latter will make a detailed assessment and provide written feedback on the draft plans. **Monitoring and evaluation of performance reports** will be carried out on the basis of a set of indicators defined in advance. In addition to **written progress reports, field inspections will be undertaken** that will be inputs to comprehensive supervision reports. **Detailed evaluation will be conducted** based on the results of the written performance and field inspection reports. Those identified as having best performances will provide lessons for others. Consensus will be created as to how problems identified during evaluation are to be corrected. By this means, **performance will be the key driver of goal achievement and all processes.**

Establishing Clear Priorities

The various implementation mechanisms, outlined in the Urban Food Security Strategy to achieve urban food security goals, will be implemented in clear order of priority:

1. **Ensure the proper identification of beneficiaries** (i.e., the poorest sections of the society) with **clear set of criteria and with active involvement of the community** and **establish a comprehensive database.**
2. **Make concerted efforts to bring about attitudinal changes** among beneficiaries and **build their self-confidence.**
3. **Provide skills development training** to beneficiaries.
4. **Ensure the implementation of special support packages** and ensuring the benefits of households found in chronic poverty.
5. **Graduate beneficiaries following a clear set of criteria and timetable.**

Managing urban food security program activities in priority order implies **identifying in advance key and main activities**. Once the key and main activities are identified, **the key activities will be the focus, their implementation scheduled** (depending upon the relative priorities of the various activities) and **budget allocated that is adequate for execution**. Then make a judicious allocation of resources by **identifying the change management and development works to be undertaken** in implementing urban food security activities. It is also important **to identify the resources required to implement the program** effectively based on a clear identification of the various tasks to be performed. Some of the main constraints expected in implementing the program include the presence of attitudinal gaps about self-employment and manual work and skill gaps. A proper understanding of these constraints is necessary to design and implement mechanisms to eliminate them or at least to reduce them significantly. **With regard to skills, the decisive factor is the productivity of human resources**. It is important to **deploy the human resources required for implementation activities in accordance with the priority order of tasks identified as this will build capacities through practice**.

It is also imperative to **identify and secure important equipment and inputs needed to undertake the activities planned effectively and to estimate the budgetary requirements** taking into account the volume of activities to be performed – which are expected to grow as the implementation of the program progresses – and present them for approval by the proper authorities. The preparation of budget proposals will identify the activities to be performed in priority order and provide justification in support as to their importance and soundness.

Lastly, it is important to **allocate adequate time, human, material and financial resources to each activity, by prioritizing them into key and main activities** – as per one of the basic principles of building leadership capacity, namely managing activities in priority order.

Experience Sharing and Horizontal Learning

As there is a need to create a cadre of leadership that will lead effectively the system for ensuring urban food security, a system of experience sharing and horizontal learning will be put in place to identify and fill attitudinal and skill related gaps arising during implementation so as to ensure the effectiveness and sustainability of the program.

Efforts will be made to implement urban food security goals at a higher level of performance by:

1. **Encouraging political leaders who exhibit better performance as well as the lead performers;**
2. **Providing capacity-building support to those leaders identified as low performers; and**
3. **Scaling up best practices and encouraging healthy competition** in the implementation of the program.

In order to eliminate rent-seeking attitudes and other good governance related problems, regular reviews and adjustments will be made to operational procedures by actively involving the public and other stakeholders and conducting continuous assessment and capacity building training. New and improved operational systems will be implemented by

adapting them to the specific requirements of urban food security related works.

5.3 MONITORING AND EVALUATION

Scaling up experiences gained in ensuring rural food security to urban areas

In consideration of the nature of the program as well as current realities whereby rent seeking attitudes and practices - which make the program vulnerable to corrupt practices and maladministration - have taken the upper hand in urban centers, **a robust monitoring and evaluation system will be established. Problems will be avoided by adopting a Development Army building approach.** Suitable conditions will be created to identify and adopt effective monitoring and evaluation experiences from the rural food security program - adapted to local contexts - for the implementation of the Urban Food Security Program.

Utilizing information technology in monitoring and evaluation

It is imperative to exploit opportunities that currently exist in urban centers in terms of the availability of information technology in order to ensure the reliability of monitoring and evaluation as well as financial administration systems. The list of potential beneficiaries with their correct full names will be identified with full participation of the community supported by information technology. After ascertaining that the beneficiaries have fulfilled the necessary requirements, the payment of subsidies, and the preparation of financial reports will be undertaken in time and in a proper manner with information technology supported systems. Service delivery as well as the monitoring and evaluation systems will be made efficient and effective by utilizing information technology as well as the modern banking system. **A system will also be established to make official announcements about the actual performance of the program**, on a regular basis, in **conferences organized** in advance and at agreed upon time frames, to development partners, regional and ULGs, beneficiaries and the community and other stakeholders.

Building a robust financial management system from the outset

The dense settlement that exists in urban centers, the relatively small size of potential beneficiaries as compared to rural areas, and the relative ease of access to technology and other supportive infrastructure makes it **easier to establish in urban centers modern operational procedures from the start, than in rural areas**. It is also **easier to recruit human resources**. It is therefore important to make concerted efforts to **ensure that financial management systems are supported by robust operational procedures from the start**.

6 CONCLUSIONS

Due to the rapid and continuous economic development achieved by Ethiopia over the last two decades, it has been possible to reduce the proportion of people who live below poverty line to 29%. It is expected that Ethiopia will join the lower tier of middle income countries within the next two decades. To this end, the GoE has developed a **Growth and Transformation Plans and is working relentlessly towards its successful implementation.** The agricultural sector has made the largest contribution to the substantial results described above. Encouraging achievements in **rural development include: improvements in agricultural productivity and increased agricultural outputs** that have made significant contributions to reduction of food security problems. In urban centers, even though job creation efforts have achieved encouraging results, **due to the breadth and complexity of problems faced in urban centers, it has not yet been possible to fully resolve urban food insecurity.**

The main reasons for difficulty in ensuring urban food security include:

1. **Lack of adequate preparedness**, in socially vulnerable groups, **to engage in work**,
2. **Mismatch between the number of job opportunities** and of unemployed persons,
3. **Extremely low and irregular income levels**,
4. **Limited access to residential, production and marketing premises**,
5. **High rate of rural-urban migration and weak rural-urban and urban-urban linkages**,
6. **Lack of developmental good governance, strong market linkages, poor market information attention given to urban agriculture, failure to create a robust social security system, gaps in the provision of organized support, and the negative impact of poor dietary habits**, and
7. **The occurrence of natural and manmade disasters**, family dissolution, etc.

The social ills that are manifestations of poverty and are linked to food insecurity include, among others: homelessness, engagement in commercial sex work, beggary, juvenile delinquency, mental health problems, stunted children, HIV/ AIDS, illegal emigration and human trafficking. **These problems are expected to grow along with the increase in population and urbanization. This will aggravate the existing urban food security problems unless appropriate measures are undertaken to address them.** This **Urban Food Security Strategy** has been developed to ensure urban food security by eliminating the problems identified. Appropriate strategies and approaches to implementation to achieve urban food security are presented. **Concerted efforts of all stakeholders and partners are required for successful implementation.** Taking the country as a whole, and specifically the urban centers, the first measure to ensure food security will be to **mobilize households** with focused public relations and communication activities. This will help bring about **attitudinal changes on the part of society regarding work habits and attitudes to work and create sufficient jobs**. This is **part of a major national agenda and must be addressed with a sense of urgency**.

7 APPENDICES: RESPONSIBILITIES OF FEDERAL MINISTRIES

Appendix 1: Ministry of Urban Development and Housing

1. Shall prepare the necessary legal framework, development packages and programs, necessary to implement the Urban Food Security Strategy, make them ready for approval by the concerned bodies and monitor their implementation after their endorsement.
2. Shall work towards strong public mobilization by organizing extensive education and training that is necessary to change the lack of industriousness in the community.
3. Shall prepare the strategic and annual plans for urban food security, provide guidance to plans to be prepared by the various institutions answerable to the Ministry for the implementation of the strategy, monitor and evaluate its implementation and provide the necessary feedback.
4. Shall conduct studies that enable urban food security problems to be identified and solved, formulate international experiences and disseminate them to beneficiaries, follow-up on their implementation, and provide continuous support to correct gaps observed during implementation.
5. Shall make the necessary follow-up for the establishment of a focal institution that will coordinate relevant stakeholders for the successful implementation of the Urban Food Security Strategy. Will provide support for the establishment of such institutions at different levels.
6. Shall prepare timely reports for the national food security forum on the implementation of the strategy and, based on the input provided by the forum, prepare recommendations for the GoE as regards potential changes to be made in the program.
7. Shall secure, in partnership with stakeholders and partners, sustainable financing to achieve the success of the strategy, as well as implement the strategy in transparent and accountable manner.
8. Shall organize, based on research and study, a national urban developmental safety-net database and facilitate its implementation.
9. Shall provide capacity building support to urban administrations through regional governments.
10. Shall make the necessary follow-up to ensure that residential houses as well as production and marketing facilities are accessible for persons with disability.
11. Shall provide strong support for the urban food security program taking into account multi-dimensional issues as well as for its effective implementation, monitoring and evaluation.

Appendix 2- Federal Urban Food Security and Job Creation Agency

1. Shall prepare operational systems, legal frameworks, support packages and training manuals for the implementation of the strategy. It will also facilitate the provision of continuous capacity building trainings by way of enabling the potential beneficiaries of the program to get psychological support and skill development trainings.
2. Shall work to mobilize the community to get appropriate education and training that can change longstanding attitudes about work in general and manual work and self- employment in particular.
3. Shall organize data base on job seekers and the unemployed as well as those who can work and those who cannot work and hence susceptible to social problems. It will also provide the necessary support to people who can readily take any available job opportunities by organizing them under different types of MSEs. It will also design a special employment generation package for those households in abject poverty to be deployed in productive work and assisting them to graduate within an *a priori* defined timeframes.
4. Shall contribute towards industrial transformation, apart from ensuring urban food self-sufficiency, by facilitating the provision of support packages to MSEs, which include production and

marketing premises, credit and training services, facilitation of market linkages and other supports, in continuous and sustainable manner.

5. Shall coordinate, in collaboration with concerned bodies, prevention and rehabilitation works to be undertaken in connection with the socially vulnerable groups of the society including victims of illegal emigration and human trafficking.
6. Shall gather various resources and make them available to concerned bodies engaged in rehabilitation and prevention works.
7. Shall work towards mobilizing the public, in collaboration with the media, by coordinating the various concerned bodies and using different community-based organizations, on important issues that include improving the culinary culture, solid waste management, green area development, urban agriculture, creation of job opportunities, industriousness, etc. using public forums, documentary films, print materials, etc.
8. Shall facilitate the formulation and scaling up of domestic and international best practices in ensuring urban food security.
9. Shall facilitate the execution of the implementation mechanisms of the strategy by establishing compatible organizational structures and operational procedures from the federal down to the urban administration as well as establishing partnership. It will also establish and implement information technology- supported information system so that the implementation of the developmental safety-net program will be monitored and evaluated based on correct and reliable information.
10. Shall make follow-up on the inclusion of developmental safety-net affairs as one of the criteria in all urban development and other evaluation criteria.
11. Shall prepare the sector's plan in collaboration with stakeholders and with strong public's participation, sign MOU for its implementation, make follow-up on its implementation, and facilitate the endorsement of the performance reports through the stakeholders' council.

Appendix 3-Ministry of Labor and Social Affairs

1. Shall collect and analyze information from those sections of the society who are found in chronic poverty and living in difficult circumstances (i.e., the elderly, people with disabilities, the homeless, those with mental illness, drug addicts, juvenile delinquents, etc.).
2. Shall identify by their full name those individuals and families to be identified as socially vulnerable and prepare psychological and skill development trainings that will motivate them to be engaged in productive work.
3. Shall facilitate the provision of preparatory trainings that would enable vulnerable groups of the society to be engaged in productive work by organizing these households according to their specific characteristics. It will also submit, when their readiness is confirmed, a correct list of beneficiaries, to be identified by individual and family names, to the concerned bodies.
4. Shall facilitate the provision of social protection services to vulnerable groups of the society by identifying households who live in abject poverty and those who cannot work, and the poorest of the poor who are entitled for social security services without any preconditions; if this is not working, the provision of institutionalized care and support can be considered as the last alternative.
5. Shall facilitate, in collaboration with concerned bodies, awareness creation works to prevent illegal emigration.
6. Shall facilitate, in collaboration with regional governments and ULGs, the creation of proper conditions for re-uniting members of the socially vulnerable groups of the society with their families. This in particular refers to the provision of support to those persons who are separated from their families and living far away from their original address so that they can be engaged in productive work.
7. Shall facilitate the provision of employment services for the unemployed by assessing the labor

market and in collaboration with investors.

8. Shall allocate budget for rehabilitation and prevention sub-programs, and oversee their implementation.
9. Shall facilitate, based on researches and studies, the production and provision of prosthetic and orthotic appliances to persons with disabilities that will help them to be productive.
10. Shall make follow-up on the implementation of the activities mentioned above and provide support and feedback.

Appendix 4: Ministry of Women and Children

1. Shall collect and organize information on the list of women and children that live in urban centers and make it accessible for the selection of beneficiaries.
2. Shall facilitate the availability of domestic and foreign adoption services for children without parents or guardians.
3. Shall work in collaboration with development partners to organize information socially vulnerable groups of the society such as orphans, commercial sex workers and the homeless so that they could get the necessary support.
4. Shall facilitate the conditions, in partnership with women's organizations, for the organization of a series of awareness raising forums to bring about changes in the negative attitudes towards manual labor and self-employment.
5. Shall facilitate, in partnership with relevant stakeholders and development partners, the conditions for women to be engaged in income generating activities by creating the conditions for the provision of psychological support and skill development trainings as well as provide the necessary support and make regular follow-up on their performance.
6. Shall facilitate institutional support to be provided for needy children and women, by identifying the poorest families by their names, and working diligently for the expansion of such services.

Appendix 5: Ministry of Health

1. Shall provide the necessary medical services for households in difficult health situation that participate in rehabilitation programs.
2. Shall deploy medical personnel and provide medicines as well as the necessary medical services during any health emergencies that might occur in the implementation of rehabilitation programs.
3. Shall facilitate the shaving of their hairs and removal of their clothes as well as deal with other sanitary problems in a manner that will not bring any epidemic during the process of rehabilitating street boys and girls as well as homeless people that include the elderly.
4. Shall collect, organize, store and share information on persons with mental health problems.
5. Shall conduct awareness-raising activities to change the attitude of the society as regards mental health problems.
6. Shall facilitate conditions for individuals with mental health disorders not to go astray by providing them with the necessary medical and other social protection services.

Appendix 6: Ministry of Agriculture and Natural Resources

1. Shall conduct appropriate studies and take inventory of potential resources for urban agriculture and disseminate the information to support efforts that aim to ensure residents' food security.
2. Shall work on integrated catchment area development, in partnership with the concerned urban administrative structures, in order to further promote the complementary relationships between urban centers and their rural hinterlands.

Appendix 7: Ministry of Justice

1. Shall collect, organize, store and share information about drug users and juvenile delinquents and provide the necessary education and training to get them involved in productive work in partnership with concerned bodies.
2. Shall, in partnership with the Ministry of Labor and Social Affairs, prepare and follow up the implementation of legal frameworks that prohibit those households who refuse to engage in productive jobs and instead prefer to stay in the streets and engage in beggary.
3. Shall provide education and training for the proper implementation of the legal frameworks to be prepared to ensure urban food security, prevent the violation of the law, and take the necessary legal actions when the law is violated.
4. Shall provide the necessary legal protection and support in the process of undertaking rehabilitation and prevention efforts.

Appendix 8- Ministry Finance and Economic Cooperation

1. Shall sign development and aid related agreements with international organizations and make follow up their implementations.
2. Shall exempt, in accordance with the law, taxes to be paid for inputs to be imported from abroad for the purposes of the strategy.
3. Shall allocate regular budgets for the execution of the strategy and monitor its implementation.
4. Shall make the necessary follow-up on and provide appropriate support to financial institutions found at different levels.
5. Shall provide positive response when governmental organizations show interest to support the implementation of the program.

Appendix 9: Ministry of Education

1. Shall give adequate heed to incorporate ethics education in school and higher education curricula in order to create hardworking households that enjoy work.
2. Shall ensure that graduates of higher education institutions have adequate entrepreneurial skills and exhibit industriousness.
3. Shall prepare appropriate frameworks for training and technology development packages, build the capacity of the teaching staff of technical and vocational education and training institutions, provide entrepreneurship trainings, identify and disseminate proven technological designs and prototype products.
4. Shall conduct relevant, in-depth and comprehensive research projects that take into account the developmental stage of enterprises.
5. Shall ensure that one of the focus areas of the theses and projects to be prepared by the regular students of universities and technology institutes will be problem-solving and that promote job creation.
6. Shall conduct studies and research works that enable the manufacturing of appropriate products from simple raw materials and their dissemination for replication by different institutions.
7. Shall implement multi-disciplinary and inter-disciplinary education at different levels as well as further enhance the awareness of the society about these issues.

Appendix 10-Ministry of Industry

1. Shall ensure smooth flow of detailed information from the various industries that operate in the country about their personnel needs through the urban development safety- net information network to be established.

2. Shall provide awareness creation, public education programs, training and technical supports as situations demand.

Appendix 11- Ministry of Culture and Tourism

1. Shall provide the necessary support to vulnerable groups in society to exploit their special talents.
2. Shall coordinate efforts to mobilize financial resources for the implementation of the strategy by organizing theatres, cinemas, music festivals and other educational and entertainment events.
3. Shall organize a variety of educational and entertainment programs during rehabilitation programs to be organized to implement the strategy.

Appendix 12- Ministry of Federal Affairs and Pastoralist Development

1. Shall organize discussion forums and undertake coordination related efforts to encourage religious institutions, charities and associations to contribute their share in the urban development safety-net programs.
2. Shall organize public education programs in partnership with religious organizations, relief organizations, and cooperatives, to reduce and eventually eliminate the social ills in urban centers.
3. Shall participate and provide the necessary support for formation and implementation of partnerships and collaborative arrangements with regional governments and ULGs.

Appendix-13 Ministry of Environment and Forest

1. Shall undertake public awareness raising programs to improve public attitudes and create sense of ownership as regards green development as well as integrated solid and liquid waste management.
2. Shall provide the necessary support to ensure that newly created job opportunities will generate positive impacts and create no harm on the environment.
3. Shall work in partnership with relevant bodies to expand integrated urban agriculture and green development works and improve the micro-climate, etc., by facilitating the conduct of environmental impact assessments on new projects to be planned for implementation.

Appendix 14: Ministry of Trade

1. Shall issue and renew licenses to business operators, enterprises and consumers associations.
2. Shall institute appropriate trade related laws and operational procedures in order to facilitate healthy and direct marketing linkages between producers and consumers and strive for their effective implementation in partnership with relevant stakeholders.
3. Shall ensure the enforcement of quality standards and related rules and regulations for food and other products to be imported in connection with food security programs.
4. Shall make follow-up on informal business activities and work, in partnership with other stakeholders, to transform them in to the legal system.

Appendix-15 Financial Institutions

1. Shall build information technology based systems to effectively implement the various support packages provided to individuals and households in chronic poverty and the poorest of the poor.
2. Shall conduct awareness raising and public education programs to promote a saving culture among the society and collect savings to be made by the poor.
3. Shall facilitate, as far as their capacity permits, the establishment of savings and credit schemes for businesses that require initial capital.
4. Shall study and enforce norms regarding loan repayment periods, amount of loans to be disbursed and grace periods for loan repayment.

5. Shall work in partnership with relevant stakeholders at different levels to check whether the loans are properly utilized, and repaid as per agreed repayment schedules.

Appendix 16-Ministry of Youth and Sports

1. Shall give the necessary supports for socially vulnerable groups of the society who are willing and ready to participate in athletics and other types of sports.
2. Shall provide sport wear to be used during rehabilitation efforts.

Appendix-17 Media Organizations

1. Shall organize, with the active involvement of the society, regular talk shows and live shows, in order to change the current attitude of the society.
2. Shall disseminate good experiences among the public through comprehensive participation to effectively realize the strategy.
3. Shall oversee and coordinate different developmental communication initiatives and activities.