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**Mapping the Policy Landscape for Climate Action in Ethiopia's
Agrifood Systems**

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ABSTRACT

Ethiopia has made important policy commitments to address climate change in agriculture and food systems, yet challenges remain in translating these commitments into coordinated, inclusive action. This study examines Ethiopia's climate change institutional landscape, with a particular focus on the integration of gender and nutrition considerations. Drawing on the Net-Map methodology and a participatory stakeholder mapping workshop involving government agencies, donors, nongovernmental organizations, research institutions, and private sector actors, the study maps the institutional relationships shaping climate action.

Findings reveal a highly centralized network, with authority concentrated in the Prime Minister's Office, financial flows largely controlled by the Ministry of Finance, and information and advisory exchanges dominated by the Ministry of Agriculture. While several institutions play influential roles in shaping climate action, coordination across sectors is limited. Despite the proliferation of gender- and nutrition-related initiatives, their implementation is fragmented and weakly connected to climate policy processes. The findings point to the need for stronger cross-sectoral coordination, more inclusive governance arrangements, and greater institutional support for actors working at the intersection of climate change, gender, and nutrition.

Keywords: Gender, nutrition, climate action, institutional landscape, Ethiopia

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1. INTRODUCTION

Ethiopian smallholder farmers rely heavily on rain-fed agriculture, leaving them particularly vulnerable to shifting weather patterns and climate change. Climate change has increased rainfall variability, intensified droughts, and raised average temperatures in the country, all of which drive recurrent food production shortfalls and livestock losses that threaten food security and nutrition and rural livelihoods (Manaye 2024; Tessema et al. 2013; Wakweya 2025). A recent climate change impact study found that recurrent climate shocks could reduce Ethiopia's GDP by up to 17 percent (approximately US\$534.3 billion) by 2040, compared to a “no climate change” scenario (Aragie et al. 2025). Most of the decline in GDP is due to economic losses in the agriculture sector, disproportionately affecting rural households and poorer urban populations. Challenges are especially acute for women farmers, who often face compounded constraints, including limited access to land, financial resources, and agricultural inputs, as well as restrictive gender norms that shape decision-making and labor roles (Badstue et al. 2020; Tsige et al. 2024). At the same time, the agriculture sector accounts for about 30 percent of Ethiopia's GDP and more than 60 percent of its employment (World Bank 2025). Addressing these immense challenges requires effective policies and programs that support smallholder farmers in the context of climate change and explicitly address the differing needs of women and men farmers.

Ethiopia has made efforts to integrate climate change, agriculture, food, and nutrition security through various policies and strategies. These policies include the 2011 Climate Resilient Green Economy (CRGE) Strategy (FDRE 2011a), Ethiopia's Long Term Low Emission and Climate Resilient Development Strategy (2020–2050) (FDRE 2019), the Programme of Adaptation to Climate Change (FDRE 2011b), as well as the National Adaptation Plan Implementation Roadmap (FDRE 2020), and Ethiopia's Nationally Determined Contribution (NDC 3.0) (2025–2035) (FDRE 2025a), among others. Moreover, the National Adaptation Investment Plan (NAIP) provides a financing and investment framework for implementing Ethiopia's climate adaptation priorities (FDRE 2024a). The Ethiopia Climate-Smart Agriculture Investment Plan (FDRE 2024b) complements the NAIP by identifying and prioritizing climate-smart investment options and financing entry points across the sector. In 2025, Ethiopia embarked on a Climate Action Blueprint (CAB) to align the country's food systems transformation agenda with climate action frameworks (FDRE 2025b). The CAB is developed around seven clusters and 24 solutions, 181 interventions, and 700 activities and is coordinated by Ethiopia's Agricultural Transformation Institute (ATI) across 15 ministries, with growing alignment to NDC priorities.

Ethiopia's climate and sectoral policies increasingly acknowledge linkages between climate change, agriculture, gender, and nutrition, and position agriculture as a key sector for growth and transformation. Yet the depth and consistency of integration vary considerably across frameworks, and significant challenges remain in translating these considerations into coordinated and actionable interventions. Budget constraints and reliance on donor funding weaken implementation and long-term sustainability, while inconsistent execution and poor coordination across sectors and regions lead to uneven outcomes and diminishing policy effectiveness (Bealem et al. 2025).

This research seeks to enhance understanding of Ethiopia's climate change institutional landscape. By mapping key actors and the relationships between them, the study reveals power dynamics, identifies institutional bottlenecks, and supports more inclusive decision-making and more effectively targeted interventions. Implemented under the Gender, Climate Change and Nutrition Integration Initiative, this work contributes to policy-relevant evidence on integrating climate, gender, and nutrition to support climate-resilient livelihoods and equitable development outcomes.

2. METHODOLOGY

The Net-Map approach (Schiffer and Hauck 2010) was used to collect data on Ethiopia's climate change institutional landscape during a participatory workshop held in Addis Ababa on February 13, 2024. Net-Map is a social network mapping tool that supports research and organizational planning by helping stakeholders visualize, discuss, and refine complex situations involving multiple actors. It focuses on strategic networking by mapping social actors and their connections, emphasizing real-world processes over formal policy structures (Schiffer 2007; Bryan et al. 2020).

The workshop brought together climate change, gender, and nutrition experts from various sectors, including government agencies, the private sector, nongovernmental organizations (NGOs), and academia (Appendix Table A1). It followed a structured four-step process. First, participants identified key actors in the institutional landscape, categorizing them with color-coded sticky notes based on their sector—government, private, donors, local and international NGOs, and research institutes. Each actor's role and significance in the climate change institutional landscape was discussed to understand their contributions within the network.

In the second step, participants mapped connections between actors using three types of linkages: authority, financial flows, and information and advice. Authority included formal relationships based on hierarchy and informal influence through social or political pressure. Financial flows covered monetary exchanges such as grants, loans, or commercial transactions. Information and advice referred to the communication of technical or policy guidance on climate issues. The exercise aimed to illustrate how different actors interact within the climate change institutional network.

The different types of linkages were also color-coded and used to connect the actors identified in the first step. Arrows illustrated three types of relationships: in-degree (incoming connections), out-degree (outgoing connections), and mutual (both incoming and outgoing connections).

In the third step, participants evaluated each actor's level of influence on a scale from 1 (least influential) to 4 (most influential). Influence was defined as the ability to shape the design and implementation of climate action in the country.

Finally, participants reviewed the complete map to assess strengths and weaknesses within the climate change institutional landscape and opportunities to strengthen the integration of gender and nutrition into the design and implementation of climate policies and programs.

After the workshop, mapped data were transferred to Excel and imported into the Kumu visualization platform to create stakeholder maps representing various actor types and linkages. Kumu's social network analysis metrics helped identify the most connected actors within the network.

3. ANALYSIS OF STAKEHOLDER NETWORKS

During the workshop, participants identified and rated the influence of 85 key actors shaping Ethiopia's climate change landscape. These included 24 government representatives, 19 donors, 17 international NGOs, 10 private sector entities, and 13 research institutes. Additionally, they recognized the Civil Society Organizations Council¹ and farmers' cooperatives as significant stakeholders within the local NGOs/civil society category (Table 1).

Table 1. Distribution of actor type

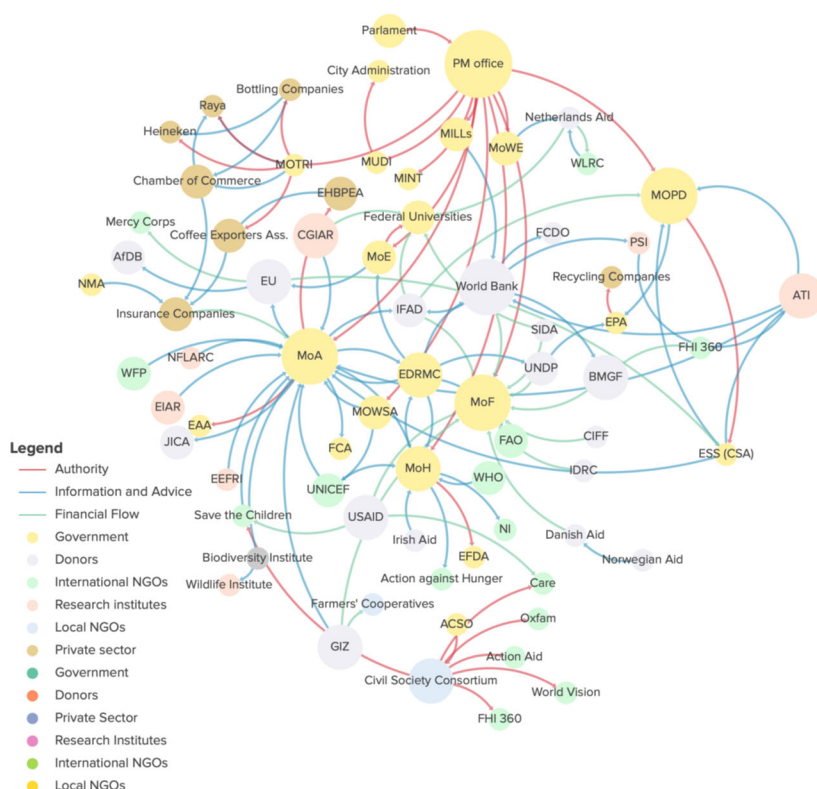
Category	Number	%
Government	24	28
Donors	19	22
International NGOs	17	20
Research institutes	13	15
Private sector	10	12
Local NGOs: Civil Society Organizations Council and farmers' cooperatives	2	2
Total	85	100

Source: Authors.

The Net-Map drawn by the participants of the workshop is shown in Figure 1. Actors that were assigned to influential levels but had no linkages with other actors were not included in the map, but they are listed with all other actors in Appendix Table A2. The types of linkages include authority (red line), information and advice (blue line), and financial flow (green line). The nodes are sized according to the influence score given by the participants and were colored according to organization type.

¹ Local NGOs mentioned during the workshop were excluded from the map as they did not receive an influence score, and all identified linkages were formed exclusively with the Civil Society Organizations Council. The following local NGOs were mentioned during the workshop: Hope Ethiopia, Rift Valley Association, Action for Development, Community-based Rehabilitation, Forum for Social Studies, and International Sustainability Associations.

Figure 1: Net-Map of key climate change actors with authority, information and advice, and financial flow linkages



Note: Authors visualized using Kumu and data from the Net-Map stakeholder consultation. Large circles represent a stronger influence. During the workshop, participants referred to the Ethiopian Civil Society Organizations Council (ECSOC) as the “Civil Society Consortium,” which is the label used in the maps.

3.1. Influential actors within the climate change institutional landscape in Ethiopia

Of the 85 actors identified by participants, 73 received an influence score. Although the influence levels ranged from 1 to 4, participants decided to add a score of 5 to highlight the Prime Minister’s (PM) office as the most influential actor in the network.

The climate change institutional map created by workshop participants reveals a significant concentration of power, with only a few key actors exerting considerable influence over the design and implementation of climate policies and programs in the country. Three governmental actors (the Ministry of Planning and Development [MoPD], Ministry of Finance [MoF], and Ministry of Agriculture [MoA]) and one donor (World Bank) were highly influential actors within the network, receiving an influence score of 4. Nine actors received a score of 3, including four donors, two governmental agencies, the Civil Society Organizations Council, and two research institutes. The remaining organizations received influence scores of 1 or 2.

Several direct and indirect forms of influence were identified in relation to the PM's Office. Participants generally noted that policy directives originating from the PM's Office are highly likely to be formalized and implemented, given the office's political authority. The Office was described as actively promoting a green legacy agenda, including large-scale seedling campaigns, reforestation, landscape restoration, urban greening, and beautification, as well as integrated water and soil resource management. Participants also highlighted the irrigated wheat initiative promoted by the PM's Office, which was perceived to contribute to a shift in the country's climate policy orientation toward agriculture and food systems. In addition, the Office was perceived to indirectly influence national fiscal policies in ways that align with green growth strategies, including reforms related to taxes and subsidies, and import restrictions on certain agricultural inputs.

The MoPD is a key government institution responsible for national planning and socioeconomic development. It plays an important role in climate governance, including the NDC and CRGE agenda. In addition, the MoPD oversees national development planning and supports the integration of climate objectives across sectors, placing it in a key position within Ethiopia's climate policy landscape.

The MoF plays a central role in mobilizing both domestic and external resources and in determining how funds are allocated across government priorities. It finances climate-related policies, including mitigation and adaptation initiatives, as well as related interventions. Acting on behalf of the government, the MoF enters into bilateral and multilateral agreements, mobilizes financial resources, and channels funding to line ministries to support the implementation of climate initiatives and broader development objectives. In return, it receives implementation-related information from these ministries, including periodic monitoring and evaluation reports, progress updates, and assessments of program and project outcomes. As a result, the MoF occupies a central position in the network, maintaining mutual authority and information relationships with key ministerial offices, while financial flows primarily move outward from the ministry to support implementation.

The MoA is the principal public institution formally and operationally responsible for agriculture and food systems. It oversees climate-related policies and interventions across crop production, livestock development, and natural resource management, activities which are considered to be most adversely affected by climate change. The ministry implements a wide range of climate-smart agriculture initiatives through multiple projects and programs. These include school-based vegetable production to improve the nutritional quality of school meals, promotion of small-scale irrigation, production of nutrient-dense crops, and support for dairy and small ruminant farming. Because of these functions, workshop participants assigned the MoA the second-highest level of influence after the PM's Office. The ministry was also described as highly connected within the network, with linkages between formal authorities and line ministries, and mutual information and advice exchanges with local and international NGOs, civil society organizations (CSOs), private sector actors, national and international research institutes such as the Ethiopian Institute of Agricultural Research (EIAR) and CGIAR Centers, and federal universities working on climate change, gender, and nutrition, whether jointly or through separate initiatives.

As the only nongovernmental institution among the most influential actors, the World Bank was seen as playing a pivotal role in shaping climate policy in Ethiopia. Through its financial support and technical expertise across multiple sectors, it exerts significant influence on the design and implementation of

climate-related initiatives. Participants highlighted, for example, the World Bank's support for the Climate Action through Landscape Management project, as well as its role in supporting productive safety net programs, which help vulnerable households, particularly women, cope with economic and climate-related shocks. More broadly, the World Bank was described as supporting policy design, mainstreaming, capacity building, socioeconomic development interventions, and infrastructure investments. Participants attributed the Bank's high level of influence not only to its financial resources, but also to its informal authority in steering climate action within the country.

The next group of actors received an influence score of 3. The Ethiopian Disaster Risk Management Commission (EDRMC) was identified as an important stakeholder coordinating a broad range of climate-related actions, from vulnerability assessments to the implementation of adaptation, mitigation, and emergency response interventions. The Ministry of Health (MoH) was also perceived to play a relevant role, particularly in identifying the health impacts of climate change. It has developed the National Health Adaptation Plan to Climate Change (FMoH 2024) to strengthen the climate resilience of the health system and is working to build collaboration with line ministries on nutrition and food systems under changing climatic conditions. The third government institution in this group was Ethiopia's ATI, which was recognized for its strategic advisory role in providing the MoA with guidance on agricultural transformation strategies, value chain linkages, agro-technologies and services, and issues related to production and productivity. These advisory functions make the ATI an important contributor to climate action in the agriculture sector.

Four donors were also included in this group, mainly due to their financial and technical support for climate action and policy processes. Participants identified the United States Agency for International Development (USAID), which was a major donor at the time of the workshop, as an important influence on climate policy, particularly through its financing of humanitarian and development interventions in key areas such as climate change, nutrition, and gender. The Gates Foundation, then known as the Bill & Melinda Gates Foundation, was also mentioned for its financial support to climate-related policy development and interventions, including those focused on food security, gender, and nutrition. Similarly, the European Union was recognized for its substantial support for climate advocacy, climate research, development, and land management. Finally, the German Corporation for International Cooperation (GIZ) was highlighted for its broad portfolio of work on sustainable development and resilience. Participants noted GIZ's involvement in plastic reuse, land management, forestry, the promotion of improved energy technologies, and resilience-building activities. GIZ was also seen as playing an important role in shaping climate policy through its negotiations with the government on climate change adaptation programs, as well as through its technical and advisory support.

CGIAR Research Centers, such as the International Livestock Research Institute and International Maize and Wheat Improvement Center (better known as CIMMYT), were valued for their technical support in generating evidence and building capacity related to climate action. They play an important role in agricultural research and contribute to policy formulation, policy improvement, and targeted interventions. The Civil Society Organizations Council also received an influence score of 3, reflecting its advocacy role in advancing climate policy and representing the CSO sector in Ethiopia. In this capacity, the council works to create a more conducive environment for the participation and engagement of

nonstate actors in national policy discussions and initiatives. Participants also indicated that the influence of CSOs working on gender or nutrition was largely channeled through the council.

The next group of actors received an influence score of 2: The Ministry of Women and Social Affairs (MoWSA) was identified as playing an important role in integrating gender and inclusion into national policies and actions, including those related to climate change. Participants in the Net-Map workshop recognized its mandate and relevance in addressing the gender dimensions of climate interventions. However, they noted that the ministry's practical authority remains limited. Although the underlying reasons were not always articulated clearly, participants pointed to resource constraints, particularly limited financial resources and human capacity, as important contributing factors.

The Ministry of Water and Energy (MoWE) and the Ministry of Irrigation and Lowlands (MoIL) were also included in this category. MoWE was identified as the main government actor responsible for developing climate-resilient water and energy resources, while MoIL is tasked with expanding climate-smart irrigation systems across the country. Their relatively low influence scores may be partly explained by repeated institutional restructuring, which participants suggested has weakened their ability to drive climate initiatives effectively.

Most of the national research institutes identified in the mapping, except ATI, received low influence scores of 1 or 2, despite having outgoing information and advice linkages. Parliament was the only institution identified as having formal authority over the highly influential PM's Office. However, it was not perceived as a prominent actor in the climate change institutional network, possibly because its role was reflected mainly through this formal linkage rather than through broader connections with other actors. Similarly, many other stakeholders, including federal universities, private sector actors, and some donor organizations, received low influence scores (see Appendix Table A2 for the full list of actors and influence scores). Most actors working on gender and nutrition were assigned the lowest level of influence or were considered to have no influence in Ethiopia's climate change landscape.

3.2. Linkages across actors

A valuable measure of an actor's centrality within a network is "degree centrality" (Catzin-Tamayo et al., 2022). This metric represents the total number of actors to which a given actor is directly connected. In-degree centrality measures the number of direct incoming connections, indicating prestige, as many others attempt to influence them. Conversely, out-degree centrality counts direct outgoing connections, signifying influence, as the actor impacts or seeks to impact others.

A total of 110 connections were established across 73 actors. Three actors emerged as central figures within this network. The MoA played a dual role as both a key recipient and distributor of information and guidance across all actors in the network. The PM's Office served as the central authority, exerting direct control over all ministries. Meanwhile, the MoF was the primary recipient of donor funding. Participants did not identify outgoing financial flow linkages from the MoF, despite its formal role in managing and allocating financial resources across government institutions. This likely reflects how participants prioritized relationships during the mapping exercise, and the absence of these linkages

should be interpreted as a limitation of the data generated through the participatory processes rather than an indication that such financial flows are absent from the institutional landscape.

The EDRMC scored high in terms of Reach, which measures the portion of the network within two steps of an element. It also ranked highly for eigenvector centrality and closeness centrality. Eigenvector centrality measures how well connected an element is to other well-connected elements, while closeness centrality measures the distance from each element to all other elements. The MoA scored the highest for “betweenness centrality,” which represents how often an element lies on the shortest path between two other elements (Table 2).

Table 2. Degree centrality of actors

Rank	Actor/group	In-degree	Out-degree	Total
1	MoA	15	8	23
2	PM’s Office	1	11	12
3	MoF	11	0	11
4	MoH	6	4	10
5	World Bank	3	5	8
6	EDRMC	2	6	8
7	Civil Society Organizations Council	1	6	7
8	MOTRI	1	6	7
9	MOPD	4	2	6
10	Federal universities	5	0	5
11	European Union	2	3	5

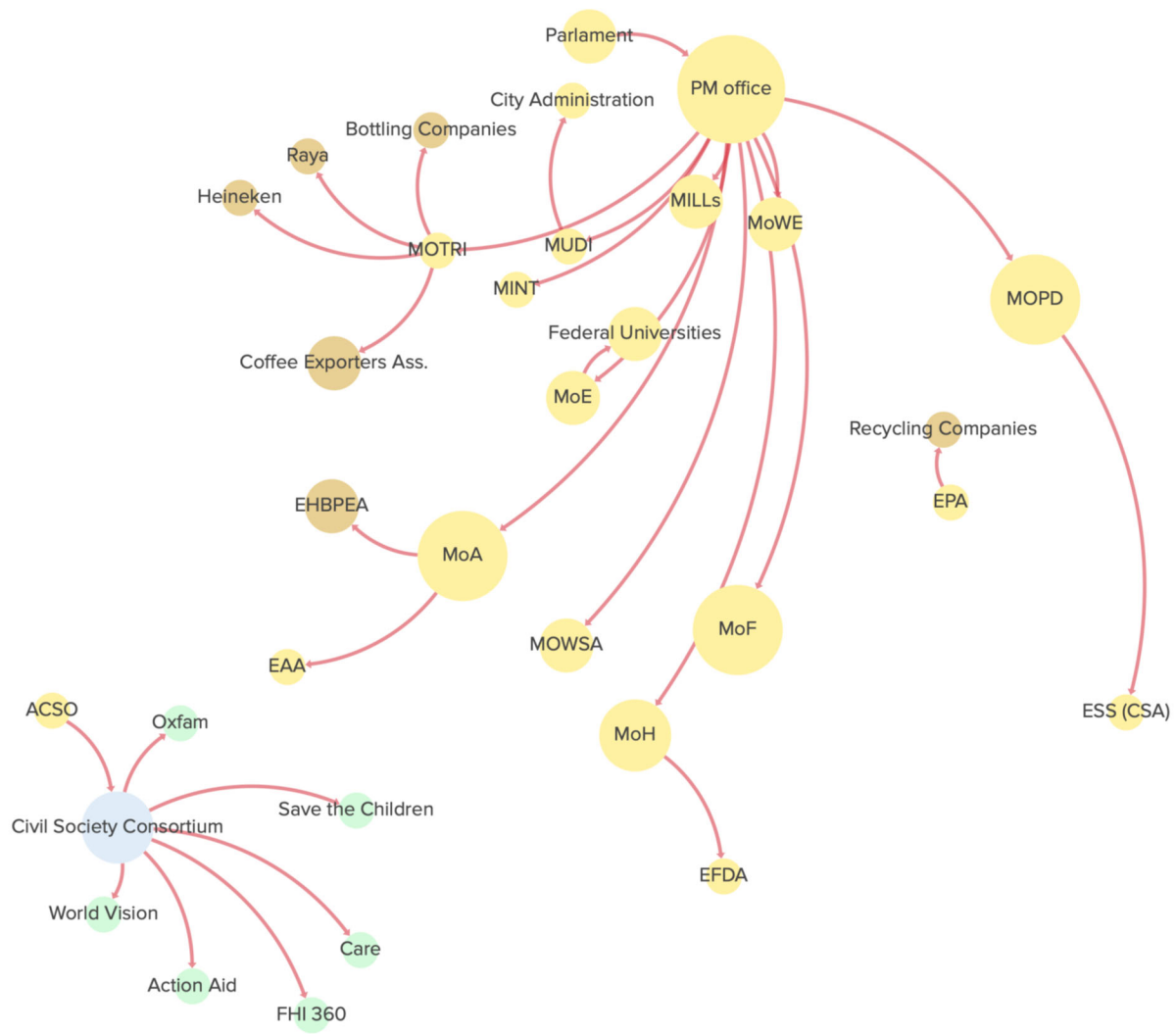
Source: Authors.

Note: Mutual connections were included twice for the in-degree and the out-degree actor who were part of the same linkage.

Authority linkages

Thirty authority connections were established among 33 actors (Figure 2). The PM’s Office held the highest number of out-degree linkages (11), underscoring its central influence over other entities. Two other clusters of authority were identified: the Civil Society Organizations Council has authority over national NGOs (not shown in Figure 2) and international NGOs. The third was the Ministry of Trade and Regional Integration (MoTRI): although it received an influence score of only 1, it held authority over private sector companies.

Figure 2: Net-Map of key climate change actors with authority linkages

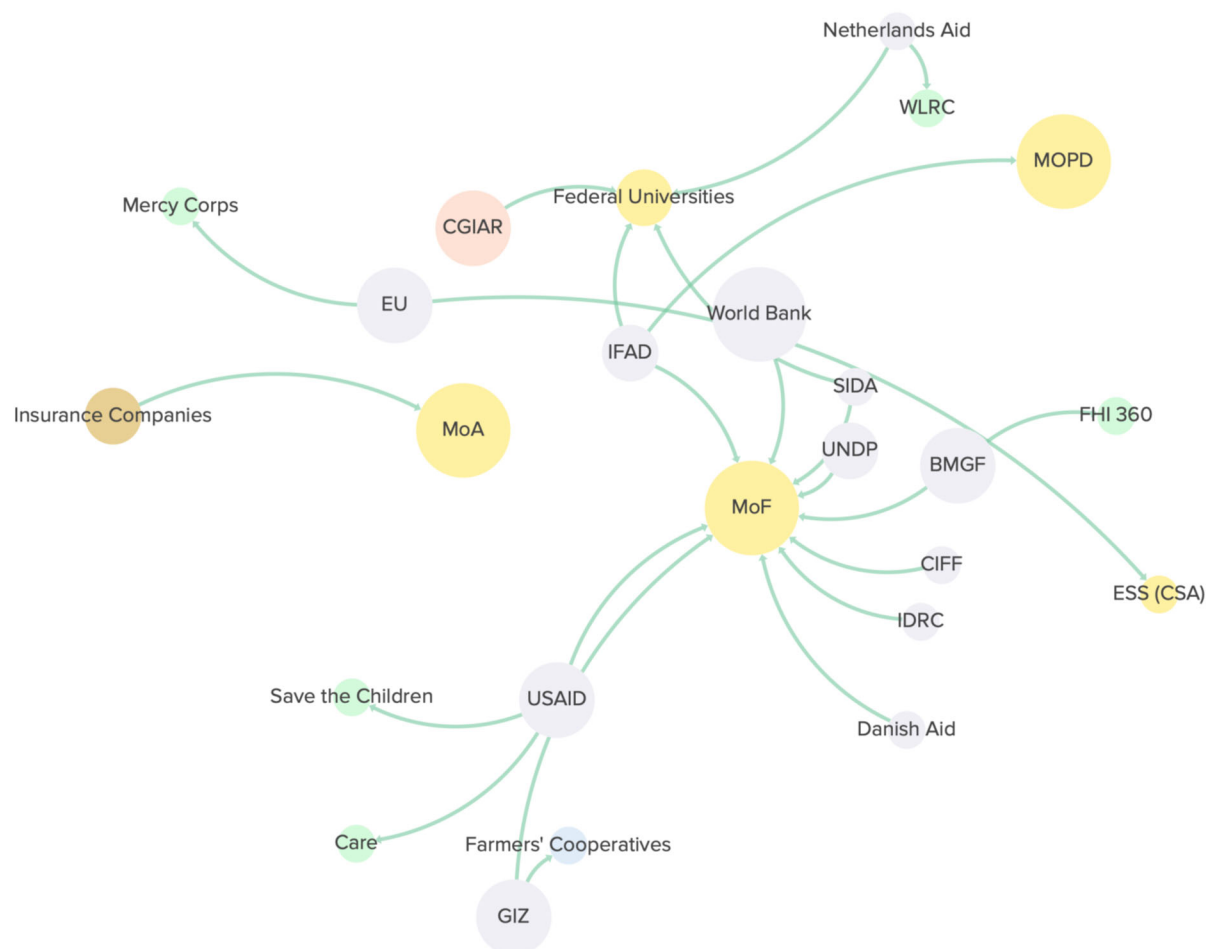


Note: Authors visualized using Kumu and data from the Net-Map stakeholder consultation. Large circles represent a stronger influence.

Financial flow linkages

Participants established 23 financial flow linkages among 25 actors, including 11 from donors to the MoF (Figure 3). Though federal universities were considered actors with low influence (score of 2), they had funding from three donors and CGIAR. Participants did not identify financial flow linkages among government institutions. This may reflect an oversight in the mapping exercise, the belief that this linkage was too obvious to include, or it may suggest that participants perceived international donors to be the main source of funding.

Figure 3: Net-Map of key climate change actors with financial flow linkages



Note: Authors visualized using Kumu and data from the Net-Map stakeholder consultation. Large circles represent a stronger influence.

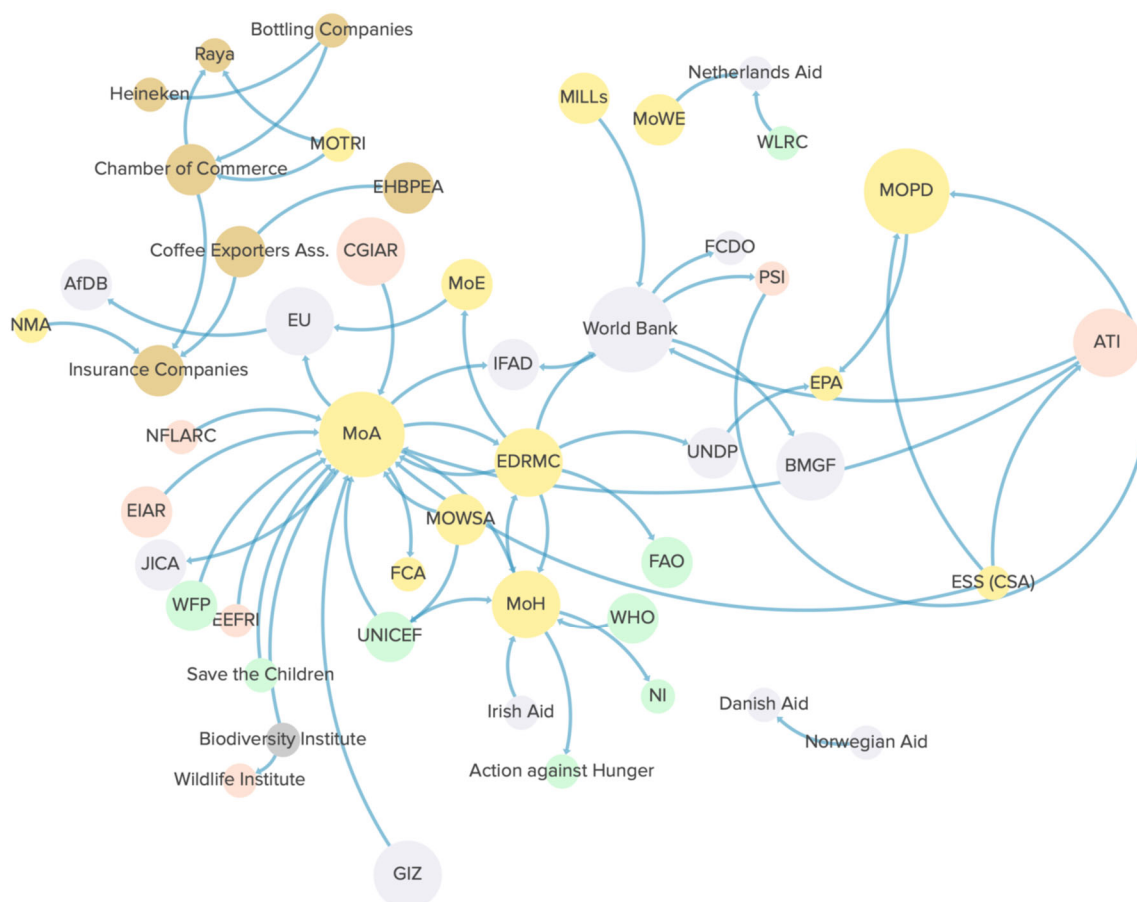
Information and advice linkages

Information and advice linkages were the most common in the network, with a total of 57 connections among 49 organizations. In most cases, the information flow was bidirectional, with 43 of the linkages being mutual. The MoA had the highest number of in-degree linkages, receiving information and advice from a wide range of national and international actors. About half of these linkages were mutual. The EDRMC was also identified as an actor that promoted knowledge exchange within the network, with six mutual linkages (Figure 4).

Although federal universities receive funding from donors and CGIAR, information and advice linkages were not established for them. The Chamber of Commerce received a low influence score, but it was

shown as providing information to the MoTRI and receiving information from the private sector. The Ethiopian Statistical Service was not considered influential, either (score of 1), but it had information and advice linkages with the MoPD, MoA, and ATI. The MoH also appeared to be relatively well connected in terms of information exchange, particularly with international NGOs, the MoA, and EDRMC.

Figure 4: Net-Map of key climate change actors with information and advice linkages



Note: Authors visualized using Kumu and data from the Net-Map stakeholder consultation. Large circles represent a stronger influence.

3.3. Integration of gender and nutrition considerations into climate action

As many participants noted, almost all government ministries and agencies have established a gender department or division. However, participants identified several factors that help explain why gender and nutrition integration remains limited despite formal policy commitments. These units are often under-resourced and lack the institutional authority to influence and drive integrated policy frameworks. This may help explain the low influence score assigned to the MoWSA.

Participants also highlighted weak linkages between federal and local administrations working on gender and nutrition, with local administrations described as particularly weak and in urgent need of capacity-sharing support. This finding is consistent with research showing that gender remains weakly integrated in Ethiopia's climate policy processes, in part because actors with an explicit gender agenda have limited participation and because gender is often treated as an issue of implementation rather than as a core dimension of climate policy design (Mersha and van Laerhoven 2019).

In addition, Ethiopian agricultural policies often do not adequately prioritize or substantively mainstream gender, instead emphasizing participation without strong gender targets or accountability mechanisms (Drucza et al. 2020). The lack of attention to gender is further corroborated by earlier research on integration of gender in climate change adaptation programming in Ethiopia, which showed that across the four countries studied (also including Bangladesh, Kenya, and Mali), Ethiopia had the lowest share of organizations involved in climate change adaptation collecting, analyzing, or reporting gender-disaggregated data (Ragasa et al. 2013). That same study also identified a lack of adequate physical, financial, and human resources to carry out climate change adaptation mandates, with repercussions for attention to equity.

Although numerous gender and nutrition projects have emerged in recent years, their implementation remains fragmented. Participants emphasized the importance of addressing the interlinkages between climate change, gender, and nutrition, yet in practice, these areas still operate largely in parallel, with no effective mechanism to connect them. While gender and nutrition components are increasingly being included in climate change policies and initiatives, this inclusion is often driven by funding requirements. As a result, gender, in particular, is often treated as a formal requirement rather than as a driver of intervention design and implementation. More broadly, this reflects a wider challenge in Ethiopia's climate governance, where formal policy commitments often fail to translate into effective and inclusive implementation due to top-down planning, institutional fragmentation, weak coordination, and limited stakeholder participation, with these barriers also affecting adaptation policy implementation at lower levels of governance (Gelan et al. n.d.; Kidane 2023).

Participants noted that the effectiveness of gender and nutrition divisions often depends on the technical and financial capacity of the institutions in which they are embedded. In this regard, the MoH and MoA were seen as relatively stronger. Even so, participants stressed that meaningful integration across climate change, gender, and nutrition requires closer collaboration among stakeholders, along with stronger technical and material support, to build synergy and reduce duplication of effort.

Overall, more harmonized systems are needed to coordinate actors around a shared agenda. A major reason for the limited integration is that gender and nutrition actors often lack the influence needed to shape climate policy. Strengthening coordination across climate change, gender, and nutrition will therefore require empowering these actors, involving them more directly in higher-level policy processes, and ensuring that their perspectives are heard.

4. CONCLUSION

This paper examines Ethiopia's institutional landscape for climate change by analyzing the influence of key actors and the relationships among them. The findings point to a highly centralized system, with authority concentrated in the PM's Office, financial flows centered on the MoF, and climate-related information largely linked to the MoA. This separation of authority, finance, and information across different institutions suggests weak coordination rather than an integrated climate governance system. The separation of knowledge from financial streams carries the risk that funds are disbursed without comprehensive assessment.

Notably, workshop participants perceived that a single donor—the World Bank—dominated Ethiopia's climate change and agriculture landscape. Large financial flows from this donor could affect the government's investment focus on climate change adaptation, as well as the integration of nutrition and gender intentionality into national programming. Relative donor concentration in Ethiopia may have increased as a result of USAID's departure.

Within this context, the limited visibility of gender and nutrition points to the need to strengthen their integration by embedding these considerations more clearly within climate planning processes, sectoral coordination mechanisms, and resource allocation decisions, rather than treating them as stand-alone or peripheral concerns. Otherwise, changes in overall official development assistance might lead to a further marginalization of nutrition and gender concerns based on their already limited linkages in the current climate change landscape. Future research should assess this.

While this study provides important insights into the formal institutional landscape shaping climate action in Ethiopia, it may understate the role of traditional knowledge, local institutions, and other less visible actors that also influence adaptation in practice. Local institutions can play important adaptation roles, while formal government and civic institutions may be constrained by weak interplay, limited inclusiveness, and poor contextual fit (Mekonnen et al. 2021; Bekele et al. 2020). This could be addressed in future research by adding a subnational Net-Map study to complement the national-level study. Given the limited involvement of actors from NGOs, the research community, and others in decision-making processes, we would expect a subnational study to identify the limited agency of key local government actors in addressing locale-specific opportunities and challenges for climate change, nutrition, and gender. Challenges with implementation caused by top-down resilience programming were identified in an earlier study focused on opportunities for strengthening resilience to climate shocks in Ethiopia (Koo et al. 2019) and by other authors (Gelan et al. n.d.; Kidane 2023).

Finally, the institutional landscape identified in this study should be understood as dynamic rather than fixed, since stakeholder constellations, interests, and influence may shift over time amid changing climate, land-use, and development pathways in Ethiopia (Jiren et al. 2022). Moreover, Ethiopia's government agencies themselves undergo frequent changes, as noted in FDRE (2021). These changes may weaken the authority and coordination linkages of government agencies that are subjected to frequent mergers, separations, and changes in mandates, and thus further strengthen the authority of government organs that remain unchanged.

Despite these frequent changes, the overall structure and level of centrality of Ethiopia's climate change landscape has not evolved significantly since an earlier study conducted in 2012–2013 (Aberman et al. 2014). That study also noted the dominant role of a small number of government actors, particularly the Ethiopian Environmental Protection Authority,² MoA and Rural Development, and then-PM's Office, and identified a highly centralized structure with a high concentration of links shared by few actors.

Strengthening climate governance will therefore require not only improved institutional coordination, but also more inclusive engagement with actors working at the intersection of climate change, gender, and nutrition, as well as with actors more directly involved with climate-vulnerable populations, such as NGOs. As noted by IPCC (2022), "Climate governance will be most effective when it has meaningful and ongoing involvement of all societal actors from local to global levels (very high confidence)" (110).

The findings presented in this paper reflect the perceptions of participants involved in the Net-Map workshop and should be interpreted accordingly. While participants represented a range of organizations working on climate change, gender, and nutrition, the exercise was conducted with a relatively small group and therefore may not capture all relevant actors, relationships, or perspectives within Ethiopia's climate change institutional landscape.

In addition, Net-Map is designed to identify the actors and linkages that participants consider most relevant. As a result, some relevant relationships may be underrepresented or absent from the network. For example, participants identified relatively few financial flow linkages among government institutions, even though such relationships are known to exist. Particularly absent was an outflow link from the MoF, likely because it was considered an obvious mandate of this ministry.

Finally, the analysis reflects the institutional landscape at the time of the workshop and focuses primarily on national-level actors. Institutional mandates and coordination arrangements continue to evolve, and subnational dynamics may not be fully reflected in the network presented here.

² The Ethiopian Environmental Protection Authority was restructured into the Ministry of Environment and Forest and subsequently the Environment, Forest and Climate Change Commission (EFCCC); at the time of the study, several EFCCC functions had been incorporated into the Ministry of Planning and Development.

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APPENDIX

Table A1. Participants at the stakeholder mapping workshop

Institution	Type
Ministry of Agriculture (MoA)	Government
Ministry of Health (MoH)	Government
Policy Study Institute	Research
Ethiopian Institute of Agricultural Research (EIAR)	Research
Addis Ababa University (AAU)	University
Ethiopia Economics Association	Professional association
Asian Disaster Preparedness Center (ADPC)	International NGO
UNICEF	International NGO
German Corporation for International Cooperation (GIZ)	International NGO
World Bank	Development partner
Climate consultant	Private sector

Table A2. Actors and influence scores

Organization	Abbreviation/ Alternative name	Influence level
World Bank	n/a	4
Bill and Melinda Gates Foundation	BMGF	3
European Union	EU	3
German Corporation for International Cooperation	GIZ	3
United States Agency for International Development	USAID	3
Africa Development Bank	AfDB	2
Africa Union	AU	2
International Fund for Agricultural Development	IFAD	2
Japan International Cooperation Agency	JICA	2
United Nations Development Programme	UNDP	2
Agence Française de Développement	AFD	1
Children's Investment Fund Foundation	CIFF	1
Danish Aid	n/a	1
Foreign, Commonwealth and Development Office	FCDO	1
International Development Research Centre — Canada	IDRC	1
Irish Aid	n/a	1
Netherlands Aid	n/a	1
Norwegian Aid	n/a	1
Sweden International Development Agency	SIDA	1
Government		
Prime Minister Office	PM's Office	5
Ministry of Agriculture	MoA	4
Ministry of Finance	MoF	4
Ministry of Planning and Development	MOPD	4

Ethiopian Disaster Risk Management Commission	EDRMC	3
Ministry of Health	MoH	3
Federal Universities	n/a	2
House of Federation	n/a	2
Ministry of Irrigation and Lowlands	MILLs	2
Ministry of Education	MoE	2
Ministry of Water and Energy	MoWE	2
Ministry of Women and Social Affairs	MOWSA	2
House of Peoples' Representatives	Parliament	2
Authority for Civil Society Organizations	ACSO	1
Addis Ababa City Administration	City Administration	1
Ethiopian Agriculture Authority	EAA	1
Ethiopian Food and Drug Authority	EFDA	1
Environmental Protection Authority	EPA	1
Ethiopian Statistical Service	ESS (CSA)	1
Federal Cooperative Agency	FCA	1
Ministry of Innovation and Technology	MINT	1
Ministry of Trade and Regional Integration	MOTRI	1
Ministry of Urban and Infrastructure	MUDI	1
National Meteorology Agency	NMA	1
International NGOs		
Food and Agriculture Organization of the United Nations	FAO	2
UNICEF	n/a	2
World Food Programme	WFP	2
World Health Organization	WHO	2
Action against Hunger	n/a	1
Action Aid	n/a	1
Care	n/a	1
Farm Africa	n/a	1
FHI 360	n/a	1
Global Alliance	n/a	1
Help Age	n/a	1
Nutrition International	NI	1
Oxfam	n/a	1
Save the Children	n/a	1
Water and Land Resource Centre	WLRC	1
World Vision	n/a	1
Mercy Corps	n/a	
Local NGOs		
Civil Society Organizations Council	Civil Society Organizations Council Farmers' Cooperatives	3

Private sector		
Chamber of Commerce and Sectoral Associations	Chamber of Commerce	2
Ethiopia Coffee Exporters Association	Coffee Exporters Ass.	2
Ethiopian Honey and Beeswax Producers and Exporters Association	EHBPEA	2
Insurance Companies	n/a	2
Media	Media	2
Bottling Companies	n/a	1
Heineken Brewery	Heineken	1
Lersha	n/a	1
Raya Brewery	Raya	1
Private Recycling	Recycling Companies	1
Research Institutes		
Agricultural Transformation Institute	ATI	3
CGIAR	CGIAR	3
Ethiopia Institute of Agriculture Research	EIAR	2
Ethiopian Public Health Institute	EPHI	2
Animal Health Institute	AHI	1
Ethiopian Environment and Forest Research Institute	EEFRI	1
Ethiopian Forestry Development	EFD	1
Ethiopian Biodiversity Institute	EBI	1
National Fish and Other Aquatic Lives Research Center	NFLARC	1
National Veterinary Institute	NVI	1
Policy Studies Institute	PSI	1
Wildlife Institute	n/a	1
Wondogent Research	n/a	1

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