



UN HABITAT

Regional and Technical Cooperation Division



ETHIOPIA URBAN PROFILE



Participatory Slum Upgrading Programme in the African, Caribbean and Pacific Countries
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United Nations Human Settlements Programme
Regional and Technical Cooperation Division

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FOREWORD

The annual urban growth rate in Sub-Saharan Africa is almost 5 percent twice as high as in Latin America and Asia. It also has the world's largest proportion of urban residents living in slums, which today are home to 72 percent of urban Africa's citizens representing a total of some 187 million people. As more and more people seek a better life in towns and cities, the urban slum population in Africa is projected to double every 15 years in a process known as the urbanisation of poverty. African cities are thus confronted in the new Millennium with the problem of accommodating the rapidly growing urban populations in inclusive cities, providing them with adequate shelter and basic urban services, while ensuring environmental sustainability, as well as enhancing economic growth and development.



UN-HABITAT is the lead agency for implementation of Millennium Development Goal (MDG) 7, Target 10 (reducing by half the number of people without sustainable access to safe drinking water), and Target 11 (achieving significant improvement in the lives of at least 100 million slum dwellers by 2020).

As part of our drive to address this crisis, UN-HABITAT is working with the European Commission (EC) to support sustainable urban development in African, Caribbean and Pacific (ACP) countries. Given the urgent and diverse needs, the agency found it necessary to develop a tool for rapid assessment to guide immediate, mid- and long-term interventions.

In 2004, UN-HABITAT's Regional Office for Africa and the Arab States took the initiative to develop the approach for application in over 20 countries. This was achieved in collaboration with other departments within the agency – the Urban Development Branch with the Urban Environment Section, the Global Urban Observatory, the Shelter Branch, the Urban Governance Unit, the Gender Policy Unit, the Environment Unit and the Training and Capacity Building Branch. This new corporate approach is known as **Rapid Urban Sector Profiling for Sustainability**. The implementation of the Urban Profiling was launched thanks to contributions from the Governments of Italy, Belgium and the Netherlands. Today, UN-HABITAT is conducting city profiles in 18 new countries as part of the Participatory Slum Upgrading Programme financed by EuropeAid and its Intra-ACP fund. Also, Ethiopia, as well as 12 other African countries, are going to develop action plans for selected priority proposals presented in this document, the second phase of the new programme. The idea behind the urban profiling is to help formulate urban poverty reduction policies at the local, national and regional levels through a rapid, participatory, crosscutting, holistic and action-orientated assessment of needs. It is also aimed

at enhancing dialogue, awareness of opportunities and challenges aiming at identifying response mechanisms as a contribution to the implementation of the MDGs.

The approach addresses four main themes: governance, slums, gender and HIV/AIDS and environment. It seeks to build a national profile, and three settlements representing the capital or a large city, a medium-sized city, and a small town. The profiles offer an overview of the urban situation in each participating city through a series of interviews with key urban actors. This is followed by a city consultation where priorities are agreed. City-level findings provide input for the national profiling that is combined with a national assessment of institutional, legislative, financial and overall enabling frameworks and response mechanisms. The profiles at all levels result in supporting the formation of city and national strategies and policy development. Additionally, the profiling facilitates sub-regional analyses, strategies and common policies through identification of common needs and priorities at the sub-regional level. This provides guidance to international external support agencies in the development of their responses in the form of capacity building tools.

In Ethiopia, the profiling was undertaken under the leadership of national and local authorities. This initiative has been carried out locally in Addis Ababa, Dire Dawa and Ambo, as well as nationally. The Ethiopia National Profile focuses on the findings of a desk-study, interviews with key actors, and country-wide consultations with key urban actors and institutions. Consultation participants agreed to address the salient urban issues including poverty, insecurity, corruption, pollution and crime – all problems that negatively affect investments and economic development. A consensus was reached on priority interventions in the form of programme and project proposals to be implemented.

I wish to acknowledge the contributions of Mr. Mohamed El Sioufi, who initiated the urban profiling concept, the Programme Manager Alain Grimard and Kerstin Sommer who coordinates the programme. I also wish to cite those members of staff for their role in helping produce this report. They include Alioune Badiane, Kerstin Sommer, Clarissa Augustinus, Mohamed Halfani, Lucia Kiwala, Eduardo Moreno, Raf Tuts, Gulelat Kebede, Gora Mboup and Tewodros Tigabu.

I would like to wish all those who have participated in and supported this initiative every success in its implementation. I also look forward to supporting further their efforts in the development of Ethiopia.

Anna Kajumulo Tibaijuka
Under-Secretary-General of the United Nations,
and Executive Director,
UN-HABITAT

OVERVIEW

Ethiopia is one of the least urbanized countries in Africa, with some of the largest number of people living in cities. This apparent contradiction is owed to our agricultural heritage, where the majority has been working the land. Rapid population growth has since been countering this, ensuring that, of 77 million people, over 12 million are now living in cities.

The growth of Ethiopian cities presents enormous challenges to the nation. Not only are the markets in cities essential for the prosperity of rural areas, but they can also provide additional economic growth, opportunities, and improved access to education and health.

The Ethiopian government has therefore partnered with UN-HABITAT to fully review the status of the cities, and see how Ethiopia best can facilitate for vulnerable groups, improve urban services, and support future growth. This publication is the first step of this process, serving as both a base-line, and as an illuminator to what our areas of focus should be. The second phase will build upon these insights, and identify tangible projects and processes that municipal authorities, regional- and central government together with international partners can implement to improve the situation for Ethiopians in general, and reducing urban poverty in particular.

Ethiopia is in a favorable position to address these issues, due to a number of factors. It has taken steps to reform the administrative structure, by decentralizing government authority to regional and district level, simplifying the legal code and promoting small-scale enterprises. Ethiopia has also increased school enrolment and access to health care, stabilised HIV/AIDS infection rates, improved access to clean water, and strengthened the rights of women. As a result, the economy has grown by an annual 9 percent the last five years.

Much remains to be done, however. The population size is only second to Nigeria in Sub-Saharan Africa, and it is growing by 2.9 percent per year. Many of these children will be born into poverty. Innocent as they are, they will increase the strain on our already stretched public facilities. The economy will eventually need to grow even faster, just to keep up. Given the huge challenges facing the nation, it may not be surprising that poverty eradication is Ethiopia's main development goal.

At the same time, the country's agriculture is still not self-sufficient, and is threatened at regular intervals by droughts and floods. The private sector, while encouraged and growing, is not expanding rapidly enough to absorb the increasing urban migration. Ethiopian cities are the fastest growing administrative units in the country, adding 4.2 percent per year. Creating enough jobs, shelters, schools and health facilities for the urban population is a task the government is already working hard at addressing.

Careful planning, transparent governance and effective implementation are essential tools for us to build on our progress, learn from the past, and work hard for the benefit of our country and our peoples.

The main policy tool of the government is the Plan for Accelerated and Sustained Development to End Poverty (PASDEP). It follows up lessons learned from the first comprehensive poverty-reduction policy in 2002, the Sustainable Development and Poverty Reduction Programme (SDPRP). It has been developed in a participatory manner with national and international stakeholders under the auspices of the Ministry of Finance and Economic Development (MoFED). The final draft was shared again with line ministries and regional authorities, before being adopted by the Ethiopian parliament as a legal document guiding national development policy until 2010.

The Urban Profiling was handy to analyse policy thinking, focusing on urban sustainability through governance, institutions and services. The participatory approach adopted in the process is also important to highlight issues that may otherwise not come to be identified. The continued support from the Governments of Italy, Netherlands, Belgium, and the European Commission is welcomed as developing sustainable cities is one of the world's greatest challenges.

EXECUTIVE SUMMARY

Introduction

The Urban Profiling is a systematic and structured approach to the assessment of urban needs and response mechanisms at city and national levels in Africa and the Arab States.

The overriding aim of the study is to contribute to the ongoing efforts of countries in the region in poverty reduction at all levels - city, country and region.

In doing so it is hoped that the assessment would provide an opportunity to gauge the gaps in implementing the Millennium Development Goals (*MDGs*) of countries in the region.

The Urban Profiling, initially implemented in over twenty countries, is now a global programme. It is expected to provide critical inputs and benefits to the implementing partners, enabling the management of sustainable cities, with adequate shelter, health and basic services.

The Urban Profiling in Ethiopia includes the profile of Addis Ababa, the capital, Dire Dawa, the second largest city, and Ambo, a third level town each published as a separate report.

The themes included in the study are slum and housing, gender, urban environment and urban governance.

Background

Ethiopia, located in the north eastern part of Africa, has a total population of 77 million. It is the second-most populous, but least urbanized, country in sub-Saharan Africa.

The structure of Ethiopia's economy largely depends on rain-fed agriculture, which accounts for almost half of the Gross Domestic Product. Cities and towns produce close to the remaining 50 percent. Urban poverty is endemic, through high unemployment (*as high as 32% in Addis Ababa and Dire Dawa*), and chronic housing shortage (*70% of urban population live in slums*). Systemic gender disparities make women more vulnerable to poverty, and impacts negatively on the socio-economic and political development of the country.

Governance

The Federal Democratic Republic of Ethiopia has a parliamentary form of government that comprises of nine national regional states. Both the federal government and the states have legislative, judicial and executive power, but the latter must not contradict the former. The house of People's Representatives is the highest authority of the federal government.

Four regions have issued proclamations granting an element of self-rule for its cities and towns. Two cities (*Addis Ababa and Dire Dawa*) have special administrative status, and reports to the central government as opposed to the regions

they are located in. The remaining 5 regions are in the process of developing the proclamations regarding their cities.

Slums

The longevity of feudalism in Ethiopia prevented modern urban structures and facilities to be developed for much of the last century. Lack of formal access to land rendered much of the urban housing informal. Decay has since made the substandard housing more adequately defined as slums. They are characterized by poor standards, lack of basic sanitation, services, and infrastructure.

There is also a huge need for new housing. Recent need assessments undertaken in the major cities of the country show that there is a shortage of nine hundred thousand housing units. The Ministry of Works and Urban Development has formulated an integrated housing development programme comprising of condominium, housing cooperatives and owner-builder systems that seek to fill part of the gap in housing.

Gender

Gender inequality in Ethiopia has a long and deep rooted history, despite enabling legislation. Indicators such as deliveries attended by skilled health personnel (*10%*), and female morbidity rates (*75% vs. 22% male*) (*WAO, 2005*) remain poor. Women are discriminated in all aspects of life, from birth, early adolescence, education, marriage, and in adult life. Legislation forbids harmful practices, but is voided in the constitution if the parties consent to it. With the low value of female voices, discriminatory practices continue.

Some progress has been witnessed in political appointments, but women remain marginalised in most arenas of power. 21 percent of the seats the House of People's Representatives is held by women, but only 2 percent of high-level professional positions are. The government has met this challenge with reserving seats for women in governmental forums and programmes, allocating for instance 20 percent of the new condominium houses to women.

Environment

Poor environmental management has led to accelerated environmental degradation. Dire Dawa, one of the three cities included in this study, recently experienced a devastating flood that killed hundreds and left thousands homeless, due to poor housing built in high-risk areas.

The majority of urban structures have no water and sanitation. Solid waste is not treated. The government has finished work on environmental legislation, enabling more enforcement, as well as improvements in infrastructure.

INTRODUCTION

The Urban Profiling

The Urban Profiling consists of an accelerated, action-oriented assessment of urban conditions, focusing on priority needs, capacity gaps and existing institutional responses at local and national levels.

The purpose of the study is to develop urban poverty reduction policies at local, national and regional levels, through an assessment of needs and response mechanisms, and as a contribution to wider-ranging implementation of the Millennium Development Goals.

The study is based on analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics and others.

This consultation typically results in a collective agreement on priorities and their development into proposed capacity-building, and other projects, that are all aimed at urban poverty reduction. The Urban Profiling is now being expanded from its initial 20 African and Arab countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a framework for central and local authorities and urban actors, as well as donors and external support agencies.

Methodology

The Urban Profiling consists of three phases:

Phase One consists of rapid profiling of urban conditions at national and local levels. The capital city, a medium size city and a small town are selected and studied to provide a representative sample in each country. The analysis focuses on four themes: governance, slums, gender and HIV/AIDS, and the environment. Information is collected through standard interviews and discussions with institutions and key informants, in order to assess the strengths, weaknesses, opportunities and threats (*SWOT*) of the national and local urban set-ups. The findings are presented and refined during city- and national consultation workshops, and consensus is reached regarding priority interventions. National and city reports synthesise the information collected and outline ways forward to reduce urban poverty through holistic approaches.

Phase two builds on the priorities identified through pre-feasibility studies and develops detailed capacity building and capital investment projects.

Phase three implements the projects developed during the two earlier phases, with an emphasis on skills development, institutional strengthening and replication.

This report presents the outcomes of the Urban Profiling, Phase One of the Participatory Slum Upgrading Programme at the national level in Ethiopia.

Urban Profiling in Ethiopia

In addition to this national profile, the Urban Profiling in Ethiopia includes the profiles of Addis Ababa - the capital, Dire Dawa, the second largest city, and Ambo, a third level town, each published as separate reports.

Feed back was sought - and received from - key sections of Ministry of Works and Urban Development including gender, land and housing, federal urban planning institute, policy planning and road fund.

The Ministry of Women's Affairs and the Federal Environment Authorities have also been consulted and provided valuable information.

The city level reports have also been reviewed and commented by the above mentioned sections of Ministry of Works and Urban Development, in addition to three respective city level consultations. At the city level the pertinent institutions included gender, environment protection, land, housing, infrastructure, mayors and city managers offices, as well as capacity building, education, health institutions have participated in the consultation, and provided valuable feedbacks.

Report structure

This report consists of:

- 1 a **general background** of the urban sector in Ethiopia, based on the findings of the country assessment report, a desk study, interviews, and city consultations. The background includes an urban situation analysis, data on urban administration and planning, economy, informal and the private sector, urban poverty, infrastructure, water, sanitation, health and education. (*See back cover for a list of participants in the national consultations, and bibliography*).
- 2 a **synthetic assessment** of four main areas governance, slums, gender and HIV/AIDS and environment in terms of the institutional set-up, regulatory framework, resource mobilisation and performance; this second section also highlights agreed priorities, and includes a list of identified projects;
- 3 The third and last section includes a **SWOT analysis** and outlines **priority project proposals** for each theme. The proposals include beneficiaries, partners, estimated costs, objectives, activities and outputs.

ETHIOPIA - POPULATION AND SETTLEMENT

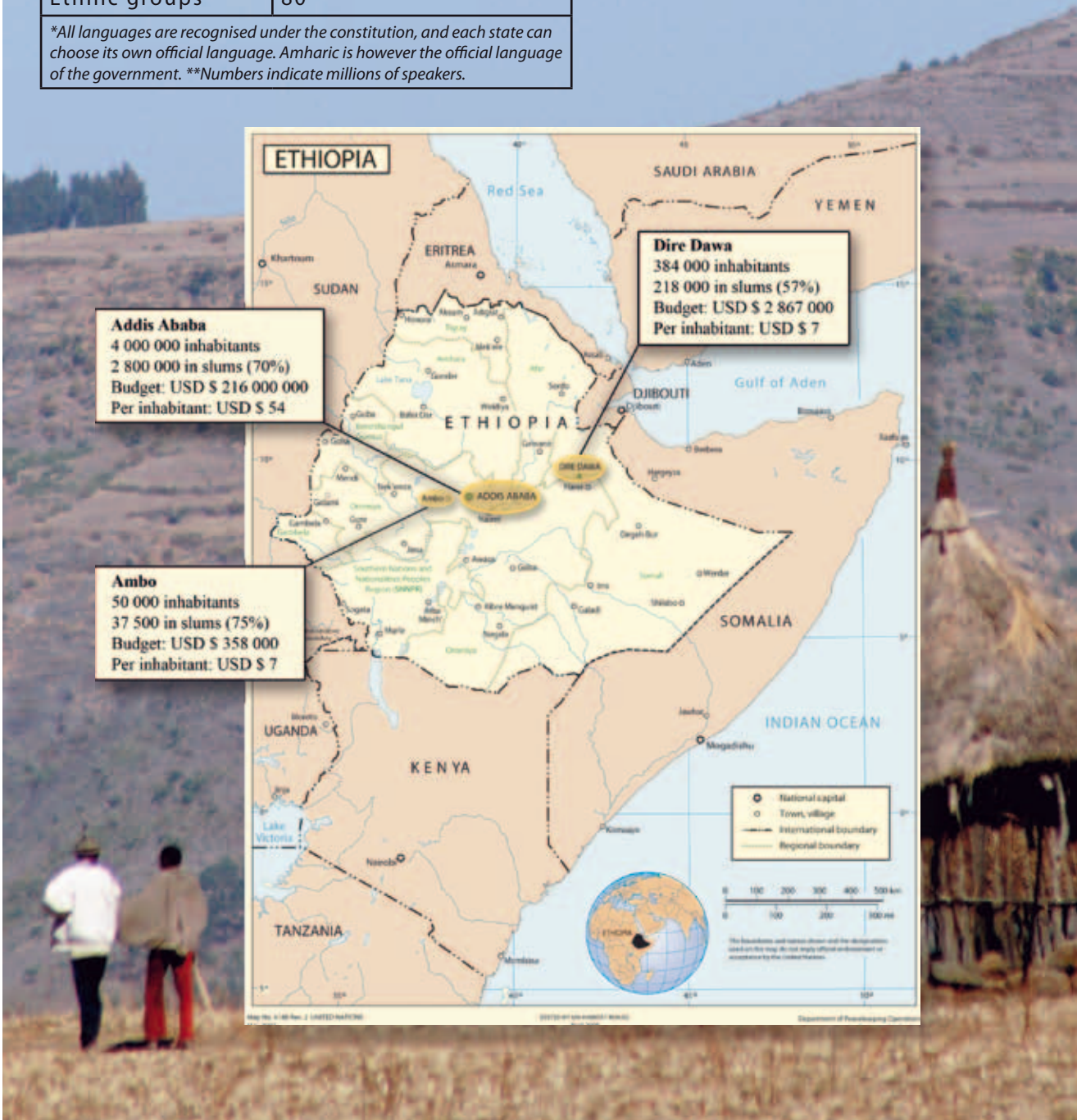
Ethiopia is one of the most populated countries in Africa, with 77 million inhabitants. They are a mixed population, with over 80 distinct ethnic groups. The largest group, the Oromo, constitutes less than a third of the population. State land and a traditional focus on agriculture, has slowed urbanisation, and only one sixth of the population lives in urban centres. If one discounts towns with less than 10 000 inhabitants, the proportion drops to one in thirty, or 3 percent. Ethiopia is thus one of the least urbanised countries in Africa, but, due to its large population size, has the most people living in cities. Ethiopia's cities are also growing faster than the country as a whole, at 4.1 percent versus a national 2.7 percent. The cities in the Urban Profiling study are typical examples of this development, and Addis Ababa, Dire Dawa and Ambo have all nearly tripled in size the last twenty years.

Language and ethnic composition	
Official language	Amharic*
Major languages	Central: Amharic (50)** South: Oromo (25) North: Tigray (6) West: Somali (6)
Ethnic groups	80

**All languages are recognised under the constitution, and each state can choose its own official language. Amharic is however the official language of the government. **Numbers indicate millions of speakers.*

Population Estimates	
Total population	77 million
Urban population	12 million (16%)
Rural population	65 million (84%)

Source: World Urbanisation Prospects: The 2005 Revision Population Database.



ETHIOPIA URBAN CONTEXT

Ethiopia is one of the poorest countries in the world, with a per capita income (*GDP*) of only USD \$ 220. This is low even by African standards, where the average is USD \$ 450.

The poverty of Ethiopia is aggravated by its huge, and growing, population of 77 million people. With an average of 6 children borne by each Ethiopian woman, the country has to feed, educate and accommodate 2 million new inhabitants each year, or an additional 2.7 percent to the population.

Ethiopia's destitution is reflected in basic demographic data. It is the 169th out of 175 countries in the United Nations Development Programme's Human Development Index. Life expectancy is 48 years. Infant mortality rates are nearly ten percent of live births (*98 per thousand*). 46 percent of eligible children enrol in primary schools, and 53 percent of the population is illiterate.

The majority (80 %) of the population works in the agricultural sector, and contributes to 40 percent of the economy - three times the average of sub-Saharan Africa. Agricultural self-sufficiency has been a priority for the Ethiopian government in its entire modern history, and is indeed the main priority goal for the current government.

Previous governments failed miserably to reach this goal. Authoritarian rule, central planning and collectivisation of agriculture produced devastating famines that ravaged the country in the 1970s and 1980s. Floods and drought continue to be a major hazards.

The country's focus on agriculture sometimes came at the cost of urban centres, which were largely ignored until the toppling of the military Derg regime by the Tigray People's Liberation Front (*TPLF*) in 1991.

It is estimated that 80 percent of the urban population is living in sub-standard housing. Half of these are either living in shacks* or homeless. The abysmal living conditions may contribute to the continued low proportion (16 %) of Ethiopians living in urban areas.

The majority of the urban population live in small settlements scattered around the country. A wide definition of urban settlements allows for a total of 925 cities. As a result, the majority of cities (80%) have no more than 10 000 inhabitants. There are only ten cities with more than a 100 000 inhabitants. A quarter of the urban population lives in the capital, Addis Ababa, which is 8 times larger than the second largest city of Dire Dawa.

A trend in Ethiopia has been the relative growth of regional urban centres versus the capital. It is thought that the constitutional conference that established 9 autonomous provinces in 1991 has spurred regional investment, leading to increased urban migration and an annual net growth rate of 4.1 percent. The poor capacity of urban centres to serve even the existing population is a major challenge.

**Shacks are defined as houses that need total replacement as indicated by the UN-HABITAT study refereed below.*

Sources: Addis Ababa University, Dejene Aredo, Remittances and poverty in urban Ethiopia, 2005. African Economic Outlook, Ethiopia, 2007. Packard Foundation, Sahlu Haile, Population, Development, and Environment in Ethiopia, 2004. US Library of Congress, Ethiopia Country Profile, 2005. UN-HABITAT, Ethiopia Urban Management Programme, Final Report, 2005. World Bank, Ethiopia Country Assistance Evaluation, Approach paper, 2007.





ETHIOPIA URBAN SITUATION ANALYSIS

While Ethiopia is one of Africa's least urbanised countries by proportion, it has some of the largest urban centres in real numbers. Over ten million Ethiopians live in cities, and over a fifth of those live in the capital Addis Ababa.

60 percent of the Ethiopian economy is generated from the non-agricultural sector, mainly by manufacturing and industries in the larger cities. The average for sub-Saharan Africa is estimated at 85 percent.

Low economic activity, a growing population, inadequate maintenance, and hap-hazard upgrading has over the last 40 years rendered Ethiopian cities unable to provide for their inhabitants. Urban reform remains one of Ethiopia's greatest challenges.

80 percent of the housing stock needs either upgrading or replacement. Only half of the urban structures have private or shared water connections. The government estimates that 35 percent of urban solid waste is never collected, while only ten percent of the population reports using a municipal waste collection system. 70 percent of the road network in the capital is gravel, slightly better than the national average of 85 percent.

Access to health facilities are by most accounts far better in urban areas. The Ethiopian Ministry of Health acknowledges this in its country health report, where it states that "*urban-rural differences are greater than rich-poor in terms of illness prevalence*". For instance, 40 percent of urban births were attended by a health care professional, as opposed to 3 percent of rural births.

Education is free in Ethiopia, and primary school is compulsory. Access is again far better in urban areas, as is attendance.

Rural families often also need their children to contribute to the family chores. As a result, school attendance in rural areas is a mere 27 percent, compared to an urban rate of 74 percent.

With little or no industry and manufacturing in rural areas, the urban centres are the main areas for non-agricultural production in Ethiopia. Slow privatisation of governmental businesses, state ownership of land and underdeveloped

urban micro-financing mechanisms continue to hamper economic activity, and contributes to an unemployment rate of 50 percent of all urban men between 15 and 30 years.

Cognizant of these interrelated and critical problems of cities and towns, the Government of Ethiopia has developed an integrated industry and urban development package to be implemented until 2010.

According to this package employment creation is put as a central issue as it is emphasized in the urban development policy. The government has already taken steps to improve land regulation, and facilitate land acquisition.

The question remains how the government will balance this liberalisation with the informal settlements, who often occupy the idle land.

Sources: Centre for the Study of African Economies, Paper 201, The Nature of Unemployment in Urban Ethiopia, 2004. Ethiopia Ministry of Finance and Economic Development, MDG Needs Assessment Synthesis Report, 2005. Ethiopian Ministry of Health, Ethiopia Demographic and Health Survey, 2005. Ethiopia Ministry of Health/World Bank, A Country Status Report on Health and Poverty, 2004. Young Lives, Working paper no. 20, Rural-Urban Disparities in Ethiopia.

DEMOGRAPHY

Ethiopia is an old country with a very young population. 45 percent of its 76 million people are under 15 years. Large families, or rather, large dependency ratios, is closely linked with poverty. If the dependency ratio increases with one, the probability of falling into poverty increases with 30 percent.* Some international aid organisations think population growth will become the most important challenge for the Ethiopian Government in the future. Life expectancy at birth is 44 years; 6 years shorter than the sub-continental average.

It is estimated that 40 percent of the population lives below the national poverty line of USD \$ 1 a day, adjusted for purchasing power parity. As much as a third of household spending is non-monetary; informal trade for goods or services.

The national poverty reduction strategy, PASDEP, and the MDG needs assessment report both state that the Millennium Development Goal 1, of eradicating extreme poverty by 2015, can be reached with a continued national growth of 7 percent. In light of the current poverty, the small private sector, the high dependency on agriculture and the corresponding vulnerability to natural hazards, this seems like a very optimistic scenario.

One in six Ethiopians live in urban settlements, but the majority of such settlements have no more than 2 000 inhabitants. Urban centres grow at a faster pace than the national average, 4.1 percent versus 2.7 percent, respectively. The difference of 1.4 percent is thought to be the result of net migration to urban areas, rather than increased fertility.

Amharic is the official language of the government in Ethiopia, but each of the more than 80 languages in the country has equal status under the constitution. Each of the 9 states can choose its own working language, and 19 are presently being used in primary education.

Many can be placed in larger language groups. There are four main families; the Semitic, Cushitic, Omoric and Nilo-Saharan. Two major ethnic groups, the Oromo and the Amhara constitute over 60 percent of the population. The politically dominant Tigray comprises 6 percent.



Ethiopia is famous for its Orthodox Christian tradition, dating back to AD 340. It has an estimated 30 million followers, or about 40 percent of the population. It is predominant in the central and northern parts. Islam has a similar strong following, albeit in the southern and western parts of the country. Christian Protestantism is the third largest faith in the country, with an estimated 10 million followers. There are also a number of followers of other faiths, from Roman Catholicism, Ethiopian Judaism and traditional beliefs.

Sources: Alem Habtu, *Ethnic Federalism in Ethiopia*, 2003. EarthTrends, *Ethiopia Country Profile*, 2003. Mongabay.com, *Ethiopia Country Profile*, 2005. Ethiopia Ministry of Finance and Economic Development, *MDG Needs Assessment Synthesis Report*, 2005. One World, *Ethiopia Country Data*, 2006. *SIDA, *Ethiopia Country Analysis*, 2003.

EDUCATION

Education is the responsibility of each of the nine states in Ethiopia, but should follow the federal norm. Coordination between the central government and the regions is reportedly poor, and remains a key challenge for educational development in the country.

Adult literacy is estimated at 29 percent, with female rates (18%) far lower than male (40%). 33 percent of children between 5-17 years attend formal school*. (36% of boys and 30% of girls.) Another five attend informal institutions, such as religious schools. The majority of children (56%) has never attended any form of schooling.

There are huge variations between the regions. In four regions (*Oromia, Somali, Benishangul-Gumuz and SNNPR*), the enrolment of girls is half that of boys. Only in the capital there is a gender balance in enrolment. Reasons for not attending school varies from children too young (31%), they are needed for household chores, or work (28%), school is not available, or too expensive (19%), or simply not permitted for unspecified reasons (8%).

A study by Young Lives indicates that the national policy of promoting labour-intensive agriculture is not helpful in increasing enrolment rates, as a third of children are kept away to help with family chores.

Urban areas score far higher than rural areas with regard to schooling. Here, 74 percent of eligible children attend formal schooling (*over 90% in Addis Ababa*), with another 9 percent attending informal schools. The main reason for not attending schooling in urban areas is high fees. Money, in the form of work, is also the main reason for dropping out.

That monetary issues are mentioned as the main reason for not attending school, suggests that improvement in indirect school fees (*education is free in Ethiopia*), could bring a dramatic increase in school attendance. Programmes could include free transport, materials and school feeding.

It is unlikely that Ethiopia will achieve the 2nd and 3rd Millennium Development Goals on the national level. (*Achieving universal primary education and gender equality by 2015.*) The

Ethiopia MDG Needs Assessment Report states that “*despite remarkable efforts*”, “*it is clear that more needs to be done*”.

Ethiopia has nearly doubled its spending also in education the last ten years, but with its growing population, structural bottlenecks, poor infrastructure and low productivity, the government have to expend “*extra efforts just to keep existing pace*”**

*UNDP Human Development Report states 36%.

Sources: Alem Habtu, *Ethnic Federalism in Ethiopia*, 2003. **Ethiopia Ministry of Finance and Economic Development, *MDG Needs Assessment Synthesis Report*, 2005. *Save the Children, Young lives*, Working paper 20, Ethiopia, 2005. SIDA, *Ethiopia Country Analysis*, 2003. *UNDP Human Development Report, 2004.

HEALTH

The health-sector is also the responsibility of the states, but the government owns and runs most hospitals. As with education, coordination between the central government and the regions is poor, and constitutes another challenge for the development of the country.

Governmental expenditure per capita is estimated at USD \$ 4.50, compared to a sub-continental average of USD \$ 10. Only 48 percent of the population have physical access to primary health care (*ie, they live more than 10 kms away, twice the international standard*), and the majority (90%) walk there. 2 000 doctors work nationwide, translating into a doctor to patient ratio of 1 : 38 000. Every 4 900 inhabitants share one hospital bed.

Maternal mortality is among the highest in sub-Saharan Africa, at 1 800 per 100 000 births. It may even be higher, as only a minority of births are delivered at health care facilities. The great prevalence (80%) of Female Genital Mutilation (FGM) increases the risk of complications during childbirth, and may contribute to the high number of fatalities. The Country

Status Report on Health describes the task of reaching the Millennium Development Goal on maternal mortality of 450 as “*daunting*”

Ethiopia is considered somewhat spared the explosive HIV / AIDS infections in other sub-Saharan countries. Official numbers indicate an infection rate of 4.4 percent of the population. Rural infections match the national average, but urban infections are estimated to be as high as 15.6 percent in the capital, and 12.7 percent nationwide.

HIV / AIDS is nonetheless the leading cause of deaths among adults in the country, just like it is in many African countries. It is estimated that the disease will have killed 7 million Ethiopians by 2014, accounting for a 0.5 percent drop in annual growth rates. The reported use of condoms the last three years have remained at 35 percent, suggesting no changes in protective behaviour.

HIV / AIDS prevalence models developed by the journal for Sexually Transmitted Diseases indicate an annual growth of 0.68 percent, but a levelling off of new infections. Data from antenatal clinics, and voluntary counselling and testing centres support this finding, but are statistically not significant. It is therefore difficult to say for certain how fast the epidemic is spreading in the country.

HIV / AIDS is heavily correlated to a secondary tuberculosis infection. As many as half of all Ethiopians are thought to carry a latent infection that is held off by a healthy immune system. An increase in HIV / AIDS infection could therefore bring an explosive increase in the number of tuberculosis infections.

The government have been assessing ways to address these challenges in light of reaching for the Millennium Development Goals. It has doubled health spending over the last decade; built 28 hospitals, nearly doubled the number of health centres from 257 to 412, and established 1311 health posts. It has also liberalised private health care. The greatest effect of this can be seen in Addis Ababa, where 17 (of 30) hospitals and 320 (of 428) clinics are private.





Increased spending has brought some results. Most indicators show some improvement, but are still far away from the Millennium Development Goals. Under-five mortality, for instance, has decreased by 20 percent the last five years, but is still far short of the 50 percent target in the Millennium Development Goals.

Sources: Alem Habtu, *Ethnic Federalism in Ethiopia*, 2003. Ethiopia Ministry of Health/World Bank, *A Country Status Report on Health and Poverty*, 2004. US Library of Congress, *Ethiopia Country Profile*, 2005.

WATER AND SANITATION

Ethiopia has an ample supply of water, with large lakes, 12 river basins, and a sizable underground water reservoir. The problem is rather the utilization and distribution of this resource.

82 percent of the urban population have access to an improved water source (12% rural), and 33 percent have access to sanitation. Access to water matches the sub-Saharan African average, while sanitation falls below half of what their neighbours have.

Access to clean water and sanitation is closely linked to other development indicators. Women, particularly girls, often have the task of collecting water. A near water source will increase security and free up time for other activities, such as education. A safe water source will also halt the spread of disease, and lower the indirect costs that come with lost productivity. It also makes women less vulnerable to kidnapping and rape.

The MDG Needs Assessment Report estimates that proper sanitation, clean water (and hand washing) would lead to a 95 percent drop in diarrhoea. One fifth of all under-five mortalities in the country is attributed to this condition. Several studies indicate that ignorance about the links between hygiene and health are widespread*.

Urban deficiencies in water and sanitation is mostly due to neglect. In Addis Ababa, the only city in the country with a

sewerage system in 1994, a quarter of all housing units had no toilets whatsoever**. Combined with informal housing, one can assume that the number *residencies* without toilets is closer to 60-70 percent.

Similarly, only 55 percent of formal housing units have access to private or shared water connections. A full 30-40 percent of the urban water supply is lost due to faulty and leaky piping.

The government introduced a National Water Resources Management Policy and Strategy in 2000, and incorporated a Universal Access Plan for water in its second national poverty reduction paper (*PASDEP*) in 2002. The private sector have also been encouraged to participate. The digging of wells have dramatically improved as a result, with prices dropping from 50 000 Birr to 15 000 (*USD \$ 5 500 to 1 700*), respectively*.

Sources: *African Development Bank, *African Economic Outlook, Ethiopia*, 2007. EarthTrends, *Ethiopia Country Profile*, 2003. Ethiopia Ministry of Finance and Economic Development, *MDG Needs Assessment Synthesis Report*, 2005. **Office for the Revision of Addis Ababa Master Plan Environmental Profile and Environmental Management of Addis Ababa, 2002. UN-HABITAT, *Ethiopia Urban Management Programme, Final Report*, 2005.

GOVERNMENT AND ADMINISTRATION

Ethiopia is a parliamentary democracy with federal elements, as outlined in the 1994 constitution.

Parliament (*Shengo*) is divided between the upper constitutional House of the Federation (108 seats), and the lower legislative House of People's Representatives (547 seats).

The upper house is elected on a five-year basis by the 9 State Councils. It was established to resolve conflicts between the



states and the central government. Women hold 8 (10%) of the seats in the House of the Federation.

The lower house is elected by popular vote, and is the main legislative and regulatory body of government. Women hold 42 (21%) of the seats in the House of People's Representatives.

The executive function of government is held by the Prime Minister, and supported by a Council of Ministers. The majority leader of parliament becomes Prime Minister and commander-in-chief of the armed forces. This position is currently held by Prime Minister Meles Zenawi, who led the coup against the Derg in 1991, and was formally elected in 1995.

The President is Head of State, and is responsible for maintaining governmental protocol. The President is supposed to be apolitical, and can not be a member of any political party. He or she is elected by a joint session of both chambers for a six year period.

The Prime Minister submits candidates for his cabinet, the Council of Ministers, to the House of People's Representatives

for approval. The president and vice-president of the supreme court is also elected this way.

The judiciary is formally independent through the constitution, and manages its own budget, pursuant to approval by Parliament. It is divided in two parallel systems of federal and state courts. The federal system consists of the Supreme Court, the High Court and the First Instance Court. State courts mirrors the federal, and is dub-divided into state, zonal, district, and local courts. Federal judges are formally appointed by the lower house of Parliament, while state judges are appointed by the Regional State Council.

The country is divided into 9 ethnically based states (*killils*), plus two autonomous administrative areas, Addis Ababa and Dire Dawa. Each regional state has its own parliament, the State Council. Elections to the regional assemblies are held with federal elections. The State Council can draft and approve state legislation, but these must be in line with relevant national policies. The State Councils also plan their own budget, and has taxing powers. The tax basis in not sufficient, as they collect - between them - only 15 percent of the national income. The states therefore have to rely on the central government for funding.

The State Council formally elects members for the state executive, the State Administration. The State Administration enforces the policies from both the State Council, as well as those of the central government. It also coordinates and supervises the activities of regional, zone and district administrations within each state.

Each state is divided into zones, districts (*woreda*), cities, and urban or peasant dweller associations (*kebeles*). Larger cities are divided into quarters (*ketama*). The districts are the basic planning unit

for each region, and have jurisdiction over the kebeles. Urban leadership is elected every five years, which subsequently elects an executive cabinet, matching the national model. The kebele and woreda cabinets also have members appointed by the government. Urban centres are, like the states, supposed to be self-financing, but are effectively relying on funds from the central government.

The government has embarked on a number of decentralising reforms since toppling the Derg, but these have largely been superficial. A few governmental ministries are in charge of coordinating national policies - and therefore also regional policies, and determine allocation of resources at regional and district level*. As a result, the structure of decentralized power has rather deconcentrated decision-making to government officials *at* local level - instead of devolving it *to* the local level**.

The state owns all land, and is represented in all regions, districts and municipalities. The organizational setup is very similar to that of the Derg. A majority of industries and manufacturing (*big and small*) is still run by the government, despite

a 15-year privatisation scheme. The federation collects 85 percent of the national income. The country is therefore following only a moderated version of the socialist policy that has been in force since 1974.

Many reports on corruption give anecdotal evidence of its absence in Ethiopia. UN DESA refers to a number of studies that “have alluded to the disciplined culture of the Ethiopian society, which does not encourage corruption”. Yet the country continually scores very low on the annual Transparency International corruption indexes. Where 1 is highly corrupt and 10 is highly clean, Ethiopia scores a paltry 2.5, just 0.3 points from famously corrupt countries like Nigeria and Kenya. It is thought land registration, governmental licenses, and fees are the main avenues for illicit payments.

The 2005 elections were criticised by the opposition, as well as international observers, for fraud, persecution of the opposition, and violation of human rights. 40 people died in skirmishes, and thousands - including journalists and teachers - were arrested for treason.

The controversial elections was dominated by the sitting Tigray People’s Liberation Front (TPLF) and its affiliated parties. It retained control of both houses of parliament, with 372 of the 547 lower house seats. The opposition, however, won control of the Addis Ababa city-administration.

Sources: Alem Habtu, *Ethnic Federalism in Ethiopia*, 2003. *Emanuele Fantini, *State formation in Ethiopia*, 2006. Fekremariam Abebe, *Federalism in Ethiopia*. UN Department of Economic and Social Affairs, *Ethiopia Public Administration Profile*, 2004. UN Development Programme, *Assessment of Development Results, Ethiopia*, 2006. US Library of Congress, *Ethiopia Country Profile*, 2005. **World Bank, *Wordea Studies*, 2002

THE ECONOMIC SITUATION

Ethiopia has experienced a positive economic growth the last ten years (6%), following the global economic trend. In 2007, the economy increased nearly 10 percent. Taking natural hazards and population growth into account, the *average* drops to 3.6 percent, pulled down by a drought in 2002.

The government is the main provider of non-agricultural goods and service in the country. It owns and operates everything from cafes and shops, to soap and leather factories, as well as national utilities.

Agriculture is the largest single contributor to the economy, accounting for 40 percent. The other main sector (49%) is services, which includes tourism (14%), trade, transport, public administration and defence. Industry, including food and beverage, textiles, leather, manufacturing and mining, contributes 12 percent. Industries and manufacturing is generally confined to urban areas, in particular Addis Ababa.

The main export earners are coffee (40%), leather (8%), khat (12%), oil seeds (12%), pulses (4%), and gold (4%). Horticulture is a growing industry.

Tax revenue has risen to about 14 percent of governmental income, after streamlining tax laws, regulation and rates, and introducing a broad-based Value Added Tax. Customs revenue contributes 27 percent. International aid is contributing about 23 percent, or USD \$ 1 billion; up from USD \$ 700 million in 2002. International and domestic borrowing provided about 5 percent, as all budgets the last decade have been in deficit.

Petroleum and food are the major imports, making Saudi Arabia the main supplier (30%), followed by China and Italy (6% each). Ethiopia imports for nearly quadruple the value of its exports, and has been maintaining its large trade deficit since the early 1990s. In 2002-3 the imbalance was estimated at USD \$ 1.5 billion.





Governmental spending is divided between defence (22%) education (9%), agriculture and food security (16%), roads (11%), health (5%), and water and sanitation (4%). In total, the government spends 45 percent of its budget on poverty-reducing mechanisms.*

Ethiopia's Gross Domestic Product (GDP) is USD \$ 17 billion, with a Purchasing Power Parity (PPP) of three times that value, at USD \$ 55 billion. The PPP is important, as the international baseline of measuring poverty is estimating how many people live on less than one US dollar per day. In Ethiopia this number would be 80 per cent of the population. Taking into account that a US dollar buys more goods in Ethiopia due to cheaper prices, one calculates the PPP. 30 US cents will buy the same basic goods in Ethiopia that a US dollar buys elsewhere. The number of people living on the PPP equivalent of a US dollar is therefore 40 percent. The latter is the official poverty rate in the country.

Income inequality (*Gini coefficient*) is 30 percent, which is low. (*Sweden is 25, and Kenya is 42*). Inequality is higher in urban areas (38%) than in rural (26%).

The private sector remains small in Ethiopia. It is complicated to register a business, financing is difficult, and companies affiliated with the government are said to be favoured. The government has privatised a number of businesses, but the process has been slow, and marred by allegations of corruption and sales to political sympathisers.* The World Bank Institute ranked Ethiopia as the second-worst country in the world for conducting business in 2003.

Agricultural self-sufficiency has been a priority of the government of Ethiopia since the fall of Emperor Haile Selassie in 1974. The current government made the policy of Agricultural Development Led Industrialisation (ADLI) a national priority in 1993. Since then, agricultural output has only

grown at about 2.5 percent per year, and the country is no more food secure. Only between 10-20 percent of all land is being farmed. Irrigation other than rain is hardly used, despite abundant national water resources.

Continued state ownership of land, massive population growth, promotion of traditional rain-fed farming, unsustainable land-use practices, combined with large distances to markets and a small private sector has prevented the policy from being an engine of industrial growth. Donors have criticised the policy, and recommended an evaluation of ADLI within the poverty reduction framework**.

An example of the extent of governmental intervention in the business sector can be seen in its mobile phone services, also a state owned enterprise. There are only about 600 000 mobile phone subscribers in Ethiopia, or 1 percent of the population. In Kenya, a country with similar geography and a third of the population, two private operators have 8 million subscribers, or a coverage of 25 percent. Ethiopia is planning to improve its coverage to 10 percent by 2010.

** Other numbers are often cited - and intermingled - depending on whether one looks at the sector share of poverty-related expenditures, of total government expenditures, or of Gross Domestic Product. Sector share of total governmental expenditures is used here. For instance, the share of educational expenditure varies from 5-20 percent in different reports.*

Sources: African Development Bank, Africa Economic Outlook, Ethiopia, 2007. CIA World Factbook, Ethiopia, 2008. MoFED, PASDEP, 2006. Jens Martens, The Precarious State of Public Finance, 2007. **SIDA, Ethiopia Country Analysis, 2003. US Library of Congress, Ethiopia Country Profile, 2005.

EXTERNAL ASSISTANCE AND AID COORDINATION

Ethiopia has a long history of international relations, and was a founding member of the United Nations. The last century saw many powers compete for influence, and the United States, Britain, Italy and Russia have all been partners with the Ethiopian government at different times.

Ethiopia was one of the first African countries to receive formal support from a wide variety of nations. Sweden, for instance, started its bilateral aid in Ethiopia in 1954. Since then, cooperation and aid has varied according to the cold-war politics of the time. The demise of the Derg regime in 1991, and the subsequent establishment of democracy, improved modern-day relations with the west, and a number of donors have since entered the country.

Like in other African nations, increased aid brings challenges as well as benefits. Donor focus may not be what the country need, and reporting mechanisms may vary from donor to donor. A lot of time and resources are risked wasted on learning the different reporting systems on projects that were may not have been relevant to begin with.

The government started aid harmonisation in 1996, with sector wide approaches in education, health and infrastructure. The idea was then expanded to other sectors, leading ultimately to an overall Ethiopian Harmonisation Action Plan in 2004. The plan corresponds with the Paris Declaration, an internationally agreed guide to aid harmonization.

The aim to increase aid effectiveness by increasing the participation of recipient countries in project planning, strengthening national institutions, mainstreaming procedures and avoiding parallel project implementation. Good governance, accountability and transparency is key to the declaration, as witnessed negatively in 2006, when donors withdrew direct budget support following sub-standard parliamentary elections.

Donors have since concentrated their efforts on the local level, through the Protection of Basic Services Program (*PBS*) in June 2006. Its reviews have been positive, and is now the main instrument for development aid in Ethiopia. The shift from Direct Budget Support to Protection of Basic Services was acquiesced by the Ethiopian government, as it has been a stated governmental priority to decentralise authority to the regions.

A tangible outcome of the coordination effort is the government-directed national poverty reduction strategy, the PAS-DEP. Progress is supported by the Development Assistance Group (*DAG*), the Ethiopian donor coordination forum. The group also monitors progress through quarterly benchmarks. Activities span all major sectors, including institutional reform, agricultural development, education, food security, gender, health, social and rural development, and water and sanitation.

Urban support is inherent in many of the initiatives, and commercial institutions of the capital have been supported through the Addis Ababa Chamber of Commerce and Sectorial Associations. A position paper on the role of private sector led growth in Ethiopia has been submitted as a basis for further policy interventions.

Coordination between donors and the government of Ethiopia is therefore said to be good. Remaining challenges continue to be fertiliser-, telecommunications- and financial sector reform. Coordination between the government and the regions is reportedly less impressive, and hampers efforts at the local level.

Sources: Development Assistance Group Ethiopia, Annual Report, 2005. GEG, Ethiopia: Aid, Ownership, and Sovereignty, 2007. MoFED, PASDEP, 2006-2010. MoFED, Bilateral Donor Coordination, Experience of the Federal Government of Ethiopia, 2005. MoFED, Ethiopia Country Paper on Harmonisation and Alignment, 2005. Fisseha Aberra, Partnership, Donor Performance and Harmonization in the context of the SDPRP. SIDA, Ethiopia Country Analysis, 2003. US Library of Congress, Ethiopia Country Profile, 2005.



GOVERNANCE

The Ethiopian constitution grants authority to the nine regions, who use districts - the woredas - as their basic planning unit. The role of municipalities is blurred, often falling under different regional authorities, such as zone or district level. The government retains control over the regions - and the districts - through economic control, ministerial representation, and appointment of council members at all levels.

Addis Ababa and Dire Dawa have the status of independent administrative centers. They can exercise a level of self rule, and report to the federal government rather than their region.

The vague administrative status, huge differences in size and low tax base make it difficult to evaluate the administrative status of the 925 municipalities in Ethiopia. In a rare Ethiopian municipal review, the World Bank recommended that regions: a) Reform the legislative and intergovernmental fiscal systems through which municipalities will function and b) rebuild all aspects of municipal capacity to carry out local authority mandates.

This work has since been done, according to the current (2006-1010) Plan for Accelerated and Sustained Development to End Poverty (PASDEP). The government has also drafted a National Urban Development Policy Framework, where the overall aim of the urban policy is to "provide efficient and effective public services to residents, complement and facilitate rural development, and are models of participatory democracy and build accelerated economic opportunities that create jobs". It calls for further decentralisation, improvement of access to basic necessities and improved urban management. The editor has been unable to find a copy of this framework.

Remaining challenges are: 1) To strengthen municipal governments and administrative institutions, 2) To invest in urban infrastructure, 3) To develop urban financing mechanisms and strengthen small scale enterprises, 4) To improve the regulatory environment for urban land, and 5) To increase availability of industrial land.

ONGOING PROJECTS

Urban - federal governance improvement

The German Technical Cooperation is working with the Ministry of Capacity building, international and local partners to institute a framework for regional self-determination, and local self-government. The seven-year project, started in 2005, targets Addis Ababa, among cities and federal administrations in four states. Municipal constitutions have been drawn up, and adopted by both the Addis Ababa city administration, as well as the state parliaments. They form the legal basis of municipal governments, and improve specifically the rights of marginalised groups, including women.



This will hopefully halve of urban unemployment rates, (from 40 to 20%), double the provision of housing and basic services (from 30 to 65%), reduce slum areas (from 70 to 35%), annual building of a 100 000 new houses, annual provision of 3 800 hectares of land new land, and an annual growth of 12 000 micro and small enterprises by the end of the PASDEP period in 2010.

Little mention is made in the PASDEP of how to increase urban democracy, except that municipalities should be "models of participatory democracy". It is clear, however, that it needs to get done. Publicly elected city officials is key to achieve political, developmental and socio-economic objectives of the PASDEP. This is confirmed by international studies*. It is also critical to ensure meaningful community participation, and gain the trust of investors, development partners and stakeholders. Gaps in municipal personnel policies also need to be addressed, to attract qualified professional staff.

Sources: CIDA, Urban Development Partnership Project, 2006. *Kenneth Davey, Urban Management: The Challenge of Growth, 1997. MoFED, PASDEP 2006-2010. World Bank, Municipal Decentralization in Ethiopia, 2001.

THE INSTITUTIONAL SET-UP

- Regional councils are ultimately responsible for administering municipalities within their territory. This task is often delegated to zonal or district levels.
- The Regional Bureau of Works and Urban Development reports to the Regional Council, and is responsible for all technical matters related to urban development.
- The Federal Regional Affairs Department in the Office of the Prime Minister shares overall responsibility for the decentralization process. It has no formal link to municipalities.

- The Federal Ministry of Works and Urban Development (MWUD) is responsible for studies on urbanisation patterns, training and classification of urban centres.
- The National Urban Planning Institute, organised under MWUD, prepares physical urban development plans.
- The Urban Development Support Services, also organised under MWUD prepares urban human planning, such as financial planning, human resources and capacity building.

Sources: World Bank, Municipal Decentralization in Ethiopia, 2001.

REGULATORY FRAMEWORK

- Municipalities have no mention in the constitution - only regional governments and districts do. The Ethiopian government have implemented a significant number of laws regulating municipalities since. Remaining legislation is now expected at the regional level. Major laws include:
- Proclamations no. 41/91 and 4/95 gives the Ministry of Works and Urban Development responsibilities in urban development, and reaffirms regions as the chief municipal authority.
- Proclamation no. 87/97 chartered Addis Ababa as an administrative unit, and defined its organisational structure.
- Proclamation no. 272/00 revise existing legislation on urban land lease administration. Number 455/05 addresses compensation on property rights.
- The Derg famously nationalised all land in proclamation no. 47 of 1975. It established the various levels of urban dwellers associations (*kebeles*) in no. 4 of 1976. These decisions have been adopted by the current government.
- The Imperial Proclamation no. 74/45 still governs municipal revenue sources.

Sources: MoFED, PASDEP 2006-2010. World Bank, Municipal Decentralization in Ethiopia, 2001.

PERFORMANCE AND ACCOUNTABILITY

Despite recent improvements, the situation for Ethiopian cities and towns is not satisfactory. There is a number of reasons for this:

- The government retains the micro-management of municipalities, through economic control, ministerial representation and governmental appointees at all levels.
- Obscure municipal responsibilities. For instance, water supply is a basic municipal function, but is often provided by zonal authorities. This challenge also leads to fragmentation of service delivery, authority and accountability.

AGREED PRIORITIES

- Holding municipal and kebele elections as planned.
- Improve planning, budgeting and implementing capacity at local level, including participatory approaches and vulnerable groups.
- Clarify the status of urban authority in the regional hierarchy.
- Finalise legislation on urban governance, service delivery and funding mechanisms.
- Support small scale business establishment.
- Simplify land regulation and access to land.
- Upgrade informal settlements and urban infrastructure.

- Municipal procedures, regulations and decisions are not clear, nor accessible to the public.
- There is inadequate community based, non-governmental, and private sector involvement.
- Outdated, inconsistent or poorly implemented regulations, procedures and manuals are common.
- Municipalities have limited mandate over their resources, leading to poor revenue generation capacity.

Sources: UNCHS Expert Group Meeting on Urban Poverty and Governance Indicators, 1999. World Bank, Municipal Decentralization in Ethiopia, 2001.

RESOURCE MOBILISATION

- The city and municipal administrations have redundancies and limiting influence on the autonomy of urban administration over key issues, such as revenue collection and expenditure.
- In spite of the responsibilities of municipal administrations in service delivery, tax and fee setting is done by regional governments.
- Poor infrastructure management: Almost all cities and towns of the country are characterized by poor provision and management of infrastructure. One of the key factors contributing to this lack of performance stems from weak organization and capacity of municipalities.
- Responsibility for infrastructure management appears divided between different departments, making the system uncoordinated, disintegrated and difficult for accountability.

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	Urban Finance and Financial Management Improvement* (UGGIP)	

*Sub-sections of the interrelated Urban Good Governance Improvement Package, UGGIP.

SLUMS

Ethiopian cities differ from other African cities in that they do not have clearly defined slum areas. Urban settlement has been driven by a combination of archaic land tenure systems, that have hindered a large part of the population to acquire land for housing legally, and the absence of colonial urban planning structures, that have prevented slums from being concentrated in certain areas. As a result, informal housing surrounds formal throughout urban areas. With 70-90 percent of the urban population living in sub-standard housing, and growing by 4 percent per year, the housing challenge is massive. One study estimates a need for as much as 2,25 million units by 2015*.

The deplorable urban housing situation has not improved by the continued state ownership of urban rental houses and land. The private sector is just now being involved in upgrading and building urban housing, and will be expected to cover about a third of the cost. They are supported by the Federal Integrated Housing Development Programme (*IHDP*), where the government want to prepare existing open spaces with basic infrastructure for medium to low-income housing. The goal is to reduce the proportion of slum-dwellers by 50 percent by 2010.

The project is supposed to be part-financed by the new home owners. Given their extreme poverty and lack of collateral, it is not clear how they will ever be able to repay their subsidised loans. A study by the German Technical Cooperation and the Urban Institute indicates that only 20 percent of the urban population can afford even the traditional *Chika* mud and wood housing**.

The government is relying on considerable international support, given its own poor financial base. It is estimated that housing will take a full 56 percent of the total urban development bill the next ten years, amounting to USD \$ 3.5 billion***.

Implementation is heavily dependent improving related infrastructure, such as water and sanitation, roads, as well as improving the economic situation for slum dwellers.

A full survey on urban structures, ownership and activities is also needed. Not only for knowing where to build what for whom, but also for urban authorities to improve their revenue generation based on those activities. Key recommendations include:

- Introduce participatory planning at all levels.
- Revise urban legislation in building codes, land registration and land use.
- Update urban plans with zonal maps indicating land use, ownership, tenure and user rights.
- Allowing construction on flexible plot sizes; of houses with one room plus toilet, and traditional mud houses, subject to reasonable building standards.
- Privatisate state owned houses and estates.



Sources: **German Technical Cooperation (GTZ) and Urban Institute (UI), Capacity Building for Decentralized Service Delivery (CBDSD) MoFED, PASDEP 2006-2010. ***MoFED, MDG Needs Assessment Report, 2006. *UN-HABITAT, Ethiopia Urban Sector Needs, 2005.

THE INSTITUTIONAL SET-UP

- The National Urban Planning Institute, organised under the Ministry of Federal Affairs, is responsible for developing the National Urban Development Policy.
- The Ministry of Works and Urban Development (*MWUD*) is in general responsible for overall policy, strategy formulation and capacity building.
- This Ministry has key sections/bureaus including policy studies, land and housing, urban planning.
- Regional Councils are responsible for legislation and the establishment of municipalities in the regions, but act in line with federal directives. Addis Ababa and Dire Dawa report directly to the Ministry of Federal Affairs.

ONGOING PROJECTS

Water for African Cities Programme, Phase II

The programme aims to give urban poor the means and opportunity to access clean water and sanitation, and influence local decision-making. It has been expanded from its initial 7 cities in 1999, to 17 in 2006, including Addis Ababa, Dire Dawa and Harar in Ethiopia. It is implemented by UN-HABITAT in cooperation with local partners, and supported by the governments of Canada, Netherlands, Norway, Poland, and Sweden.

- Regional Bureaus and Zonal Departments for Works and Urban Development provide support to urban centres through direct technical support in the areas of preparation and approval of physical plans and budgets, as well as follow-up of their implementation, personnel and financial administration.
- Urban Dweller Associations (*UDAs*) are responsible for housing and economic activity within their zones. There are up to three levels of UDAs in each city.

Sources: NUPI online profile (nupi.gov.et), 2008.

REGULATORY FRAMEWORK

- The new National Urban Development Policy aims to coordinate and integrate all relevant legislation and policy framework, including:
- The National Policy Framework for Grading and Defining Urban Centers (*awaiting formal endorsement by the Federal Government*);
- The Federal Urban Planning Law and Building Code (*about to be completed*);
- The Federal Housing Policy (*preparatory activities are finalized to start the study*);
- The Federal Urban Planning Manual/Guideline (*ongoing*);
- The Federal Urban Land Lease Policy (*under implementation, and recently modified*); and
- The Federal Urban Capacity Building Strategies (*in practice*).

Sources: NUPI online profile (nupi.gov.et), 2008.

TENURE AND SECURITY SYSTEMS

- There is a comprehensive urban development policy awaiting approval.
- There is an integrated housing development programme which is being implemented.
- A formal lease policy is being implemented in major cities.
- There is a need for regulation to manage informal settlements.
- There is no a comprehensive slum upgrading policy.

AGREED PRIORITIES

- Improve the capacity of the planning and implementing institutions:
- Continue the development of zonal and topographic maps for all urban centres, with existing land use and cadastre.
- Establish urban plans in all 925 urban centres in Ethiopia using a participatory approach.
- Establish implementation strategies for the above plans, taking into account local capacity, local economic development, informal settlements, and upgrading alternatives.
- Improve local democracy, governance, transparency and accountability in all urban centres.
- Improve the capacity of federal and the regional planning institutions to monitor implementation.
- Equip towns and cities with land information system. For smaller towns it could be a simple manual register, or computer database in Excel. For medium and big cities, a larger, online system might be feasible.

RESOURCE MOBILISATION

- Housing is receiving increased attention, and budgets are being allocated for the integrated housing programme.
- Small towns are receiving more funds for development projects, which aims to improve urban planning and provision of infrastructure.
- Cities and towns are revising their funding mechanisms to improve building of adequate housing.
- Lack of institutional systems like cadastre, capacity, and human resource are common at all levels, inhibiting service delivery and income generation.
- The private sector, NGOs and the local community are not well coordinated, and do not play a significant role.
- International donors are increasingly focusing on districts and municipalities for assistance delivery. Lack of decentralized structures hinder the most effective use of funds allocated.

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	Infrastructure Production and provision	

*Sub-sections of the Land Development and Administration section of the interrelated Urban Good Governance Improvement Package, UGGIP.

GENDER AND HIV / AIDS

Ethiopia is ranked fourth worst in the world by UNDP's Gender Related Development Index (142 of 146). Women of Ethiopia are discriminated in four dimensions, affecting all aspects of their life. The division of labour, child-bearing, marriage, and physical violence all contribute to unspoken misery, and reduce women to secondary citizens*.

Women have diminished access to education, employment opportunities, property ownership, and ability to decide on basic family matters, such as number of children. Prevalent traditional practices, including circumcision (80%), early marriage (as low as 8 years), wife inheritance and marriage by abduction**, continue to hinder the efforts to equalize the status of men and women.

Education is often halted because young girls need to do household chores. This trend continues throughout adult life, and women's work is often unpaid. Collecting drinking water, fire wood, and cooking are typical examples. Doing "men's" work, such as ploughing, is considered taboo. It is therefore hard for women to work in agriculture independently. The majority of women who do work, do so in the informal sector (65% women). Among formal jobs (31% women), 13 percent are in higher professional positions, and only 2 percent is decision-making positions.

The plight of women is also reflected in high death rates related to pregnancy. Maternal mortality rates are close to 2 percent of all births, half of which is estimated to be caused by illegal abortions. Rape is prevalent, and rarely punished. A survey conducted in Ethiopian schools found that 26 percent of all girls reported having been raped more than once (74 percent reported having been threatened with rape). Pregnancy carries its own risk, with many becoming disabled due to complications during delivery, stemming from young age, and female genital mutilation. Women with disabilities, such as fistula, are ostracised from their communities. Few births are attended by health personnel (30%).

A World Bank survey* found gender disparities to be normalised in Ethiopia, to the extent that 85 percent of women thought a husband was justified in beating his wife if she either: burnt food, argued, went out without telling, neglected the children, or refused sexual relations. 60 percent supported Female Genital Mutilation.

While gender is incorporated into policies and government programmes, few if any benchmarks are defined to check for



implementation or results. Budgets are not specifically targeting gender issues. There is evidence that the national policy of work-intensive agriculture is reinforcing the secondary role of women***.

The secondary role of women also contribute to gender disparities in HIV / AIDS infection rates. 4.4 percent of the population is estimated to live with the disease (13% urban and 3% rural), and life expectancy has fallen four years, from 52 to 48 years. Young urban women are three times more likely to contract HIV than urban young men, and women as a whole constitute 56 percent of all infections. They are more vulnerable through lack of ability to decide on sexual matters, awareness of - or decisions to use - protection, or even diagnosis or treatment once infected.

A clear majority (90% women, 97% men) have heard about HIV / AIDS, and a slightly lower proportion think there is a way to avoid it.*** A minority of women (35% versus 68% of men) knows about condoms, and only 12 percent reported having access to them. Urban women did slightly better, with a 35 percent knowing where to get condoms.

**Upon a husband's death, his brother will marry the widow. Marriage by abduction is a traditional practice where individuals kidnap a girl in order to avoid paying bride price, sometimes with the consent of the parents of the bride-to-be, but rarely the girl in question. The marriage is formalised through rape, after which the girl has few options to save her honour.

Sources: *Julie Newton, University of Bath, Gender Mainstreaming in Ethiopia, 2007. HAPCO, MDG Needs Assessment on HIV/AIDS Programs in Ethiopia, 2005. Save the Children, Young lives, Working paper 20, Ethiopia, 2005. SIDA, Towards gender Equality in Ethiopia, 2003. ***World Bank OED, Evaluation of the WB's Assistance in Responding to the AIDS Epidemic: Ethiopia Case Study, 2005.

ONGOING PROJECTS

Gender mainstreaming

The Development Assistance Group is a coordinating body among international donors in support of wider Ethiopian development goals. The DAG has supported the development of the National Action Plan for Gender Equality, the principal policy document for gender strategy. It is currently continuing its efforts in mainstreaming gender concerns in national planning processes, like the Plan for Accelerated and Sustained Development to End Poverty (PASDEP), the adaptation of the Millennium Development Goals for Ethiopia, and budget allocations. The Gender Budget Analysis is among the tools supported to identify gaps in the educational, health, and agricultural sectors.

THE INSTITUTIONAL SET-UP

- The National Policy on Women (1993) established a Women Affairs Departments in each Ministry, Regional Women's Bureaus in each Regional Administrative Council, and a Women's Coordination Desk at zonal and district levels. The bureaus suffer from lack of mandate, funding and staffing, leading to low mainstreaming of gender in federal and regional policy making.

- A Ministry of Women's Affairs has been established, replacing a lower graded unit in the Prime Minister's Office, and is responsible for policy formulation, capacity building and advocacy.
- Several NGOs focus on gender issues. They include The Ethiopian Women Lawyers Association (EWLA), the Network of Ethiopian Women's Associations (NEWA), and the Centre for Research Training and Information for Women in Development (CERTWID). A number of Women's Associations exist for different regions, districts and urban centres.

Sources: Julie Newton, University of Bath, Gender Mainstreaming in Ethiopia, 2007. SIDA, Towards Gender Equality in Ethiopia, 2003.

REGULATORY FRAMEWORK

- The National Policy on Women (1993) aimed to mainstream gender into existing laws and government policies, as well as change discriminatory practices and improve awareness.
- The 1994 constitution (Articles 7 and 35) affirms the rights of women, and accord women the same rights as men.
- The paragraph is contradicted by the preceding Article 34. It states that the constitution "shall not preclude the adjudication of disputes relating to personal and family laws in accordance with religious or customary laws, with consent of the parties". The equality granted under the constitution is thus subject to discriminatory traditional laws, if the parties want it.
- The Family Law amends discriminatory practices relating to marriage (Raising legal age from 15 to 18), divorce, children and joint property.
- The 2005 revision of the penal code included rape, marriage by abduction (crime is not cancelled by subsequent marriage, and rape will be included in charges), domestic violence, female genital mutilation and abortion.
- The national poverty reduction strategy 2006-10, the PASDEP, has wide references on gender, and aims to "unleash the potential of women" for the benefit of the country.
- Ethiopia is also signatory to a number of international conventions on gender, including The Convention on the Elimination of All forms of Discrimination Against Women (CEDAW) in 1981, and the Beijing Platform of Action in 1995.

Sources: Constitution of Ethiopia, 1994. Julie Newton, University of Bath, Gender Mainstreaming in Ethiopia, 2007. MoFED, PASDEP 2006-2010. SIDA, Towards Gender Equality in Ethiopia, 2003.

AGREED PRIORITIES

- Change the religious and customary law preference in personal and family relations section 34 of the constitution.
- Revoke proclamation 40/96, to formally allow NGOs and CBOs to engage in savings and credit cooperations.
- Need for capacity building at all levels
- Raise awareness on existing rights of women, and opportunities for women in need. In particular this should be done within the government, police and the judiciary.
- Economic empowerment of women through implementing the gender aspect in existing government plans and project.
- Increase accountability by federal and regional institutions on gender mainstreaming.
- Disaggregate all government statistics on gender (and urban) based variables where relevant.

EMPOWERMENT AND ACCOUNTABILITY

- The customary law option in the constitution is a huge barrier to the implementation of subsequent gender-sensitive laws. The constitution was designed to be hard to change, needing a full majority in a full majority of regions before finally getting a full majority in the House of the Federation.
- Few development indicators are dis-aggregated according to sex, and it is hard to measure the full extent of gender based discrimination, or even the progress to reduce it.
- It is clear that gender based discrimination is both a top-down challenge as far as lack of budget allocation, policy implementation and law enforcement is concerned, but also a challenge of ignorance and resistance to change in the population as a whole, even among women.

RESOURCE MOBILISATION

- Gender issues are often not specifically targeted in planning and budgeting processes, leading to lack of visibility and funding.
- The government has established micro-finance institutions such as the Ethiopian Women Development Fund (EWDF) and the Federal Micro and Small Enterprises Development Agency (FEMSEDA).
- Over 30 NGOs and 20 Micro-Finance Institutions provide some form of credit to 500 000 clients, many of which are women.
- Businesses with less than USD \$ 130 in capital (Birr 1000), no longer need a governmental license.

GENDER HIV/AIDS N°1	Project proposal	Page 29
	Public Mobilisation and Participation Program* (UGGIP)	

*Sub-sections of the interrelated Urban Good Governance Improvement Package, UGGIP.



Ethiopia’s national goal of becoming food secure through the agriculture-led industrial development is seriously threatened by environmental degradation. Agricultural productivity per capita is less today than it was in 1995. High population growth increase the strain on all natural resources. Soil is impaired through deforestation, collection of biomass for fuel, and erosion, water through sewage and fertilisers, and air from burning of solid fuels, transport and industrial pollutants.

The discussion on environmental issues in Ethiopia too often focus solely on rural land degradation. Urban and rural environmental conditions are intrinsically linked. For instance, two thirds of the urban households use rural fire wood or charcoal for cooking. Urban food security is dependent upon a stable rural agricultural production.

Urban centres also have unique environmental problems. Few inhabitants in slums have direct access to water, and public taps, often kilometres away, are the only source of water. The effect of this is impacting heavily on the productivity of women, who are responsible for water collection. The sanitation problem of slum areas becomes more evident when the disposal of human excreta is analysed. Many slum dwellers don’t even have the simplest form of a latrine. Discharging remains to rivers, ditches and pavements is common. In Addis Ababa, 25 percent of the formal houses have no toilet facility whatsoever.

ONGOING PROJECTS

Urban gardening reclaims wasteland

USAID is supporting a project where idle urban land is converted into agricultural production, managed by women or youth affected by HIV/AIDS. Close to 10 000 beneficiaries have been given a plot, tools, seeds, and training by local partners. The vegetables provide a vital source of nutrients for personal and family consumption, and surplus production (and compost), can be sold for a profit. Apart from its environmental impact, it is seen as one of the most successful HIV/AIDS care programmes in the country. See www.irinnews.org for more information.

Environmental degradation is costly in all aspects. Erosion, droughts and flooding lowers agricultural output, directly threatening the national development agenda. The 2003 drought was the worst in the country’s history, rendering a fifth (13 million) of the population dependent on food aid.

Indirect costs add to the burden. Substandard housing is vulnerable to collapse during landslides. Lack of drainage creates breeding grounds for infectious diseases, and floods a perfect distribution mechanism. Funds intended for development have to be redirected towards emergency aid, disrupting years of positive growth.

The wide causes and implications of environmental degradation demands increased enforcement of existing laws and policies, but also better coordination with other sectors such as family planning, health, education, gender, and employment.

The environmental section of the national Plan for Accelerated and Sustained Development to End Poverty (PASDEP) aims to “create a self-reliant population with a high quality of life in a productive environment, which assures equity between genders and among generations”. Six goals are specifically targeted, including gender equity, community participation, sustainable land use, clean up of existing waste, and ensuring future sustainable waste practices.

Gender equity is mentioned throughout the Environment section (and indeed the entire PASDEP) but just how it will be done is not clear. Gender issues are notably absent from “major achievements”, and even in the “challenges encountered” section.

The PASDEP is mainly targeting the rural environment, but urban centres are mentioned with regard to waste handling. Some progress is mentioned, and 65 municipalities will develop and implement “Municipal Solid Waste Management Plans that mainstream gender equity” Urban centres will pre-

sumably also benefit from more capacity building, and the enactment of industrial Environment Management Systems.

Sources: Sahlu Haile, DLPP, Population, Development and Environment in Ethiopia, 2005. MoFED, PASDEP 2006-2010. SIDA, Towards Gender Equality in Ethiopia, 2003.

THE INSTITUTIONAL SET-UP

- The federal Environment Protection Authority (*EPA*) is responsible for environmental policy formulation, overseeing implementation and capacity building.
- All governmental ministries and agencies, like Health, Water Resources, Road Authority and the Electric and Power Corporation have established Environmental Units. This procedure has been replicated at the regional level.
- Ministry of Health and their regional counterparts are responsible for ensuring sanitation in cities and towns.
- Urban administrations have sections for environment protection.
- The Forum for Environment is an umbrella organisation for individuals and NGOs working in the environment sector.
- The Network for Environmental and Sustainable Development in Ethiopia provides a forum for NGOs and the government.

Sources: MoFED, PASDEP 2006-2010. SIDA, Towards Gender Equality in Ethiopia, 2003.

REGULATORY FRAMEWORK

Two articles in the constitution deals with environmental affairs (*Art. 44 and 92*), with the former stating that “*All persons have the right to a clean and healthy environment.*” A number of policy documents have since been prepared, notably:

- The Federal policy on Natural Resources,
- The Environment and the Conservation Strategy of Ethiopia,
- The Environmental policy of Ethiopia,
- The Environmental Pollution Control Proclamation,
- The Environmental Impact Assessment Regulation,
- The Environmental Organs Establishment Proclamation,
- The National Sanitation Strategy,
- The Hazardous Waste Management Regulation,

AGREED PRIORITIES

- Build the capacity of the Environmental Protection Agency so that it plays a leading role in environmental protection.
- Capacitate federal, regional and municipal institutions on the concept of environmental sustainability.
- Enforce existing policies.
- Raise awareness on sustainable environment practices.
- Improve basic infrastructure– drainage and sewerage systems, and sanitary landfill facilities with sorting mechanisms.
- Procure equipment and machinery for waste collection and disposal.
- Boost the role of the private sector in terms of waste collection disposal and recycling.

- The Ethiopian Water Resource Management, and
- The Public Health Proclamation.
- A number of guidelines have also been established, like the Guidelines on Enforcement and Compliance in Industrial Pollution, on the Procurement of Environment Friendly Goods, on Integrated Pollution Prevention and Control, on Pollution Release and Transfer Registry, on Industrial Waste Handling and Land Filling and Management, and for undertaking sector specific Environmental Impact Assessment on development projects in 21 sectors.
- Regional authorities have drafted and approved regional environmental laws and guidelines, mirroring the national framework.

Sources: MoFED, PASDEP 2006-2010. SIDA, Towards Gender Equality in Ethiopia, 2003.

RESOURCE MOBILISATION

- Environmental considerations are included in governmental plans and policies by regulation.
- The Productive Safety Net Programme (*PSNP*) aims to increase the coping capacity of vulnerable groups during droughts, without sacrificing livelihoods, education or health. Focusing mainly on rural targets, urban residents may benefit through strengthening of urban dweller associations and the PSNP Micro Finance Mechanism.
- Non-Governmental Organisations involved in the environmental sector account for around 5 percent of the total NGO involvement. If one counts water supply, sanitation and urban involvement in this sector, the share rises to 15 percent.

Source: The World Bank, A country Status Report on Health and Poverty, 2004.

ENVIRONMENT N° 1	Project proposal	Page 31
	Land Development and Administration	

S trengths	W eaknesses	O pportunities	T hreats	P riorities
DECENTRALIZATION AND DEVOLUTION OF POWER				
<ul style="list-style-type: none"> • Existence of decentralization policy. • Focus on empowering local governments, e.g. municipal regulations in the four regions. • Existence of local governments. • Preparation is being made to hold municipal and kebele elections. 	<ul style="list-style-type: none"> • Poor capacity of local governments. • Local governments do not have strong control over their resources. • Constantly changing structures. • Many municipal tasks are governed by higher level bodies - regions, woredas. • Absence of city/ town councils. • Limited power of city/ town administrations (e.g. tax levying). 	<ul style="list-style-type: none"> • Global institutions and federal government are keen to support decentralization and devolution of power. • The recently completed study on deepening decentralization can help designing strategies. • Abundant global experience and best practices. • Commitment of the federal government. 	<ul style="list-style-type: none"> • City governments may lose focus due to many competing demands. • Capacity building might take time. 	<ul style="list-style-type: none"> • Clarify the status of urban authority in the regional hierarchy. • Finalise legislation on urban governance, service delivery and funding mechanisms.
FINANCIAL MANAGEMENT				
<ul style="list-style-type: none"> • The Ministry of Works and Urban Development is putting great attention to capacity building and working towards this end. • Service delivery improvement is given much attention, and being exercised by many municipalities. • Trainings aim at service delivery improvement. 	<ul style="list-style-type: none"> • Lack of performance standards. • Absence city level ombudsmen. • Absence of strong community groups to challenge poor performance. • Poor institutional capacity, e.g. in most municipalities close to 50% of professional positions are vacant. • Outdated or lack of plans and regulations. 	<ul style="list-style-type: none"> • Performance improvement is instrumental to achieve sustainable development and creation of competitive cities. 	<ul style="list-style-type: none"> • Poor motivation of staff. • Limited capacity of the leadership. • Resource limitation. 	<ul style="list-style-type: none"> • Improve planning, budgeting and implementing capacity at local level, including participatory approaches and vulnerable groups. • Support small scale business establishment.
PERFORMANCE, ACCOUNTABILITY AND RESPONSIVENESS				
<ul style="list-style-type: none"> • Institutional and human resource deficiencies are identified/felt. • Existence of a dedicated capacity building bureau within the ministry. 	<ul style="list-style-type: none"> • Weak institutional capacity at all levels. • Critical human resource shortage, especially professionals. • Changing leaders and structures. 	<ul style="list-style-type: none"> • Holding municipal and kebele election brings municipal councils and councillors on board. • The experience of Addis Ababa. • Existence of NGOs and community groups. 	<ul style="list-style-type: none"> • It may be difficult to find qualified professionals to fill key positions in a short period of time. 	<ul style="list-style-type: none"> • Holding municipal and kebele elections as planned. • Simplify land regulation and access to land. • Upgrade informal settlements and urban infrastructure.

GOVERNANCE N° 1	<i>Project proposal</i>
	Urban Finance and Financial Management Improvement* (UGGIP)

LOCATION: Cities and towns with legal administrative structure.

DURATION: Four years.

BENEFICIARIES: City dwellers, civic and commercial stake holders.

IMPLEMENTING PARTNERS: Regional governments and bureaus (Finance, Works and Urban Development), city and town administrations.

ESTIMATED COST: \$ 4.500.000

BACKGROUND: Improvement in municipal tax collection through simplified regulation, decentralized collection, and improved human resources have resulted in a tripling of revenue in a few Ethiopian cities in recent years (*Addis Ababa and Adama, among others*). The municipalities are still dependent on the federal government for the majority of their funding, but the reforms show the immediate potential for decentralising decision-making and authority.

OBJECTIVES: Capacitate and enable city and town administrations to generate adequate finance for efficient and effective service- and infrastructure delivery, through capacity building, participatory budget planning, and establishing improved finance collection and administration system.

The urban finance and financial management improvement programme has seven projects designed to assess, review and develop regulations, systems, procedures and manuals for:

Urban finance administration

Financial planning, budgeting and saving

Accounting and disbursement

Computerization of financial administration

Revenue administration

Budget transfer and credit

Audit

ACTIVITIES: Design efficient and transparent financial administration policy, regulations and manuals.

Adapt a multi-year rolling investment plan in federal and regional institutions.

Develop capacity building programmes tailored to town administrations.

OUTPUTS: Efficient, effective and transparent urban finance and financial management system in 4 regions.

Urban management manuals published in major relevant languages, as well as on regional web-sites.

STAFF REQUIRED: 1 national coordinator, 5 international experts, 25 national focal points, 10 translators, 2 IT specialists.

Strengths	Weaknesses	Opportunities	Threats	PRIORITIES
REGULATION AND POLICY				
<ul style="list-style-type: none"> • The existence of an integrated housing program. • Missing or outdated regulations are identified, lack of compensation or relocation when displaced. • Improved focus on capacity building, regulation and policy making, rather than operational activities. • The experience of condominium regulation. • Existence of urban development policy. 	<ul style="list-style-type: none"> • Lack of comprehensive housing policy. • Lack of upgrading policy. • Lack of up to date relocation and compensation regulation. • Lack of informal settlement regulation. • Inadequacy of the condominium policy to reach most of the urban poor (e.g. 60% of the population can not afford studio type). 	<ul style="list-style-type: none"> • Global institutions and federal government are keen to support decentralization and devolution of power. • The recently completed study on deepening decentralization can help designing strategies. • Abundant global experience and best practices. • Commitment of the federal government. 	<ul style="list-style-type: none"> • Growth of informal settlements. • Increasing number of poor people. 	<ul style="list-style-type: none"> • Improve the capacity of the planning and implementing institutions: • Continue the development of zonal and topographic maps for all urban centres, with existing land use and cadastre. • Establish urban plans in all 925 urban centres in Ethiopia using a participatory approach.
PROVISION OF ADEQUATE SHELTER AND SERVICES				
<ul style="list-style-type: none"> • Slum houses are planned to be replaced by condominium houses gradually. • Housing programs and projects are integrated with job creation and capacity building. • Housing cooperatives and real estate developers are promoted, supported and encouraged. 	<ul style="list-style-type: none"> • Condominium houses have not adequately benefited the urban poor • No policy or program specifically aims at improving the living condition of slum dwellers. • Poor infrastructure and service delivery in slum and informal settlements. 	<ul style="list-style-type: none"> • Availability of loan for condominium housing beneficiaries. • Opportunity to learn from the experience of Addis Ababa. • Availability of studies on housing and slums. • The experience of Habitat international on low cost housing for those who can not afford condominium, especially in medium and small towns. 	<ul style="list-style-type: none"> • High cost of infrastructure and services provision. • Increasing number of poor people may not afford to pay for services. • Increasing competition for construction materials • Increasing inflation may impact on saving of condominium beneficiaries. 	<ul style="list-style-type: none"> • Establish implementation strategies for the above plans, taking into account local capacity, local economic development, informal settlements, and upgrading alternatives.
INSTITUTIONAL SETUP AND CAPACITY BUILDING				
<ul style="list-style-type: none"> • Institutional and human resource deficiencies are identified. • Existence of a dedicated housing institutions. • Increasing number of contractors with experience on condominium. • Increasing number of skilled youths and enterprises. 	<ul style="list-style-type: none"> • Weak institutional capacity of municipalities. • Critical human resource shortage. • Lack of up to date research and documentation on slums and housing. • Poor data base and data management. • Lack of clear information on kebele/government owned houses. 	<ul style="list-style-type: none"> • Much could be learned from the experience of Addis Ababa. • Availability of support from donors. 	<ul style="list-style-type: none"> • Motivation of staff might take time. 	<ul style="list-style-type: none"> • Improve local democracy, governance, transparency and accountability in all urban centres. • Improve the capacity of federal and the regional planning institutions to monitor implementation. • Equip towns and cities with land information system. For smaller towns it could be a simple manual register, or computer database in Excel. For medium and big cities, a modern system as planned by the ministry might be feasible.

SLUMS N°1	Project proposal
	Infrastructure Production and Provision

LOCATION: Cities and towns of the country with legal administrative structure.

DURATION: Four years.

BENEFICIARIES: City administrations, urban dwellers, and civic groups.

IMPLEMENTING PARTNERS: The Ministry of Works and Urban Development, regional and city administrations.

ESTIMATED COST*: \$ 4,500,000

BACKGROUND: Adequate infrastructure is a critical foundation for the sustainable development of urban centres. It affects housing, industrial development, and basic services such as education, health and water supply.

The development and provision of social and economic infrastructures in Ethiopian is inadequate, and roads, solid waste collection and water supply, are often absent. Even access to urban public water taps is poor, sometimes as low as 60 per cent. Many urban centres are thus not able to provide basic services to its inhabitants, hampering their socio-economic development and escape from poverty.

This poor performance is associated with weak institutional and financial capacity, and lack of efficient and up to date administrative systems.

OBJECTIVE: Ensure efficient provision of basic infrastructure, through improvement of the organisational structure of urban administrations and other pertinent institutions.

ACTIVITIES: Asses the current organisational structures, working systems, and resource needs of urban administrations, and develop a strategy for the optimal solution in consultation with stakeholders.

Develop a system for implementing the preferred organisational structures.

Establish an efficient effective and coordinated database on activities.

Create a conducive environment for the cooperation among pertinent institutions.

Organise consultation and awareness creation forums for discussing and developing common understanding on policies, strategies and regulations.

Develop standards and norms.

OUTPUTS: Responsive, transparent, and efficient provision of infrastructure and basic services in urban administrations.

Database for research, policy making, strategy design, implementation and evaluation.

Workable urban policy, regulations and systems.

STAFF REQUIRED: 1 national coordinator, 5 international experts, 25 urban focal points, 2 IT specialists.

Strengths	Weaknesses	Opportunities	Threats	Priorities
GENDER AND HIV/AIDS POLICY				
<ul style="list-style-type: none"> • Constitutional recognition of women's rights. • Encouraging representation of women at federal level (21% of the seats in the house of representatives is taken by women). • Existence of conducive policies. • Improvement in education and health, e.g. affirmative action in education and maternal leave. • Existence of gender institutions at all levels. • Stabilisation of HIV/AIDS infection rates. • High level of cooperation and coordination among state HIV/AIDS organs and NGOs. 	<ul style="list-style-type: none"> • Still limited number of women in decision making positions at all levels. • Poor implementation of policies, laws and strategies, like lack of integrated effort between legislative, judiciary and executive bodies. • Absence of strong advocacy groups. • Constitutional option of following traditional or religious law. • High vulnerability of women in making protective decisions regarding HIV/AIDS. 	<ul style="list-style-type: none"> • Increasing concern of the government to the issue. • The international community is keen to support gender policies and projects. • Narrowing gender gap is part of the Millennium Development Goals. • Increasing number of non-governmental organisations and professional associations. • Further reduction of HIV/AIDS infection rates. 	<ul style="list-style-type: none"> • The government structures are male dominated. • Deep rooted stereotyped culture. • Women's ignorance and support of existing structures. • Widely accepted and practiced harmful cultural and traditional practices. • Continuance of traditional practices despite contrary legislation. 	<ul style="list-style-type: none"> • Change the religious and customary law preference in personal and family relations section 34 of the constitution. • Raise awareness on existing rights of women, and opportunities for women in need. In particular this should be done within the government, police and the judiciary.
GENDER AND HIV/AIDS AWARENESS AND ACCOUNTABILITY				
<ul style="list-style-type: none"> • Existence of independent institutions at all levels. • Gender and HIV/AIDS mainstreaming is mandatory at the policy level. • Creation of women's affair departments and HIV/AIDS focal points in all federal and regional ministries and departments. 	<ul style="list-style-type: none"> • Weak institutional capacity and funding mechanism of women's affairs at all levels. • Poor rapport between different actors working on gender/women issues. • Little dedicated funding for gender and HIV/AIDS and no benchmark/tracking mechanisms in programmes and policies. 	<ul style="list-style-type: none"> • Effective gender mainstreaming can help in filling the institutional gap. • Existence of many NGOs working on gender and HIV/AIDS. 	<ul style="list-style-type: none"> • Continuance of existing practices make mention of gender and HIV/AIDS at every intersection, but no action is taken in practice may hurt willingness of implementation in the future. 	<ul style="list-style-type: none"> • Need for capacity building at all levels • Increase accountability by federal and regional institutions on gender mainstreaming. • Dis-aggregate all government statistics on gender (and urban) based variables where relevant.
RESOURCE MOBILISATION				
<ul style="list-style-type: none"> • Donors, NGOs and CBOs are filling the resource gap. 	<ul style="list-style-type: none"> • Inadequate budget (heavy reliance on NGOs and donor funding). 	<ul style="list-style-type: none"> • Sensitization of political leaders and the community can have a huge potential. • Increasing members of women association may help in generating sustainable income-even by collecting nominal membership fee. 	<ul style="list-style-type: none"> • Poor institutional capacity negatively may impact on resource mobilisation. • Attitude change from both men and women may take time. 	<ul style="list-style-type: none"> • Revoke proclamation 40/96, to formally allow NGOs and CBOs to engage in savings and credit co-operations. • Economic empowerment of women through implementing the gender aspect in existing government plans and project.

GENDER HIV/AIDS N° 1	<i>Projects proposal</i>
	Public Mobilisation and Participation Programme

LOCATION: Cities and towns of the country with legal administrative structure.

DURATION: Four years.

BENEFICIARIES: Urban administrators, dwellers and civic groups.

IMPLEMENTING PARTNERS: The Ministry of Works and Urban Development, regional and urban administrations.

ESTIMATED COST: USD \$ 3.000.000

BACKGROUND: This programme is designed to set up a democratic, transparent, and accountable urban administration system, where cross cutting issues like gender, HIV/AIDS and environmental consideration are fully embedded. The programme will be developed in cooperation with urban stakeholders, including women, community groups and small scale business leaders.

Municipal and kebele elections will be facilitated through mobilising the community to chose its leaders at all levels. The community will be participating in policy development, strategies, programmes and projects formulation process from inception to the implementation phases.

OBJECTIVE: Establish a democratic urban administration system that empowers and benefits the community.

The objectives will be targeted through two mechanisms; of city and town councils capacity building project, and community mobilisation and participation project.

ACTIVITIES: Integrate gender, HIV/AIDS and environmental considerations into all municipal and kebele administrative structures.

Facilitate the necessary conditions for holding municipal and kebele elections.

Mobilize and sensitize the community to participate in the elections.

Hold elections.

Provide training to councilors and officials.

Capacity building.

Set up key community groups for implementing action plans for sanitation and environment improvement.

OUTPUTS: Accountable, transparent, participative, responsive city and town administrations, that guarantees harmonious political environment and socio-economic developments which are critical to reduce poverty.

STAFF REQUIRED: Governance and election experts, trainers, social workers.

Strengths	Weaknesses	Opportunities	Threats	Priorities
ENVIRONMENTAL PLANNING AND MANAGEMENT				
<ul style="list-style-type: none"> • Constitutional recognition of citizens to clean environment. • Existence of environment policies, regulations and guidelines. • Existence of environmental protection authorities at all levels. • The Urban good governance improvement package has a programme that focuses on community mobilisation. 	<ul style="list-style-type: none"> • Poor implementation of policies. • Poor data base and data base management, e.g. no urban dis-aggregated data. • Poor integration local and federal organs. • Poor institutional capacity of all concerned institutions at all levels. • Fragmented responsibility (EPA, MoH, MWUD, municipalities). • Lack of regulations suitable to different level of cities guidelines, e.g. solid waste management. • Poor regulatory capacity, e.g. most of protected areas by spatial plans of cities are invaded by informal settlers. • Abuse of spatial plans, e.g. green areas are changed in to other uses with no consultation with concerned authorities (EPAs). 	<ul style="list-style-type: none"> • Existence of reach global experience a technology. • A growing private sector as partner, e.g. on recycling, in the big cities like Addis Ababa. • Most of the wastes are recyclable organic). • Existence of informal recyclers. 	<ul style="list-style-type: none"> • Too much priority for investment at the expenses of environmental degradation, e.g. industrial zone development without EIA. • Unattractiveness of waste management to the private sector. 	<ul style="list-style-type: none"> • Build the capacity of the Environmental Protection Agency so that it plays a leading and central role. • Enforce existing policies. • Raise awareness on sustainable environment practices. • Improve basic infrastructure—drainage and sewerage systems, sanitary landfill facilities with sorting mechanisms.
FINANCING				
<ul style="list-style-type: none"> • Extensive institutional facilities on environmental affairs. 	<ul style="list-style-type: none"> • Weak institutional capacity and enforcement. 	<ul style="list-style-type: none"> • Integrate environmental funding in all plans and projects with dedicated funding and evaluation mechanisms. 	<ul style="list-style-type: none"> • Poor ability of the community to pay for waste collection. 	<ul style="list-style-type: none"> • Capacitate federal, regional and municipal institutions on the concept of environmental sustainability.
REDUCTION OF POLLUTION				
<ul style="list-style-type: none"> • Existence of pressure groups (especially in the larger cities). • Campaigns though sporadic initiatives. • Existence of academic institutions working on environmental issues, e.g. Jimma university. 	<ul style="list-style-type: none"> • Lack of sustainable awareness creation. • Sensitivity to the environment remains at policy level. • Reactive culture to environmental disasters. 	<ul style="list-style-type: none"> • Availability of different media that could easily reach the community. • Existence of NGOs and CBOs. • Existence of organized community groups focusing on youths, women, and environment. 	<ul style="list-style-type: none"> • If an immediate action is not taken, it may be very expensive to reverse the situation. 	<ul style="list-style-type: none"> • Procure equipment and machinery for waste collection and disposal. • Boost the role of the private sector in terms of waste collection disposal and recycling.

ENVIRONMENT	Project proposal
N° 1	Land Development and Administration

STAFF REQUIRED: 1 national co-ordinator, land and housing experts, urban planners, cadastre experts, organization experts, system developer.

LOCATION: Cities and towns of the country with legal administrative structure.

DURATION: Four years.

BENEFICIARIES: Urban dwellers, civic groups and other stakeholders in cities and towns.

IMPLEMENTING PARTNERS: Federal, regional and urban land and housing coordination bureaus.

ESTIMATED COST: \$ 7,771,931.00

BACKGROUND: Land administration in Ethiopian urban centres has been disorganised since the nationalisation of land in 1974. As a result, there is a huge demand for land, but unclear what is available and who has what user rights. The major reasons for this unsatisfactory performance is associated with weak institutional capacity, lack of transparent record-keeping, lack of pertinent regulations, systems, and human resources.

Problems such as inefficient land development, poor documentation and administration are common in almost all urban administrations in the country.

OBJECTIVE: Set up a responsive and effective land administration system that guarantees sound economic development, benefits the public, is gender sensitive and environmentally sustainable, and puts good governance in place.

ACTIVITIES: Develop, update and review Regulations, Procedures and Manuals necessary for the lease system.

Improve the organizational structure of urban administrations.

Human resource development, sensitization & awareness creation.

Develop efficient and transparent land leasing and transfer standards.

Set up a sustainable monitoring and evaluation system.

OUTPUTS: Capacity to make available 6000 hectares of land every year.

Efficient and transparent land leasing and transfer system.

Efficient land and property registration, documentation and administration system, available nationwide through internet.

Reliable, disciplined and efficient working force.

Improved governance of urban land administration.

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Acronyms

AAEPA	Addis Ababa Environment Protection Authority
AAWAO	Addis Ababa Women Affairs Office
ADLI	Agricultural Development Led Industrialisation
ANRS	Amhara National Regional State
CBDS	Capacity Building for Decentralized Service Delivery
CERTWID	Centre for Research Training and Information for Women in Development
CIDA	Canadian International Development Assistance
CSR	Civil Service Reform Program
DDCAD	Dire Dawa City Administration
DAG	Development Assistance Group
DHS	Demographic & Health Survey
EC	European Commission
ECA	Economic Commission for Africa
EIA	Environmental Impact Assessment
EWDF	Ethiopian Women Development Fund
EWLA	Ethiopian Women Lawyers Association
FDRE	Federal Democratic Republic of Ethiopia
FEMSEDA	Federal Micro and Small Enterprises Development Agency
FGM	Female Genital Mutilation
FUPI	Federal Urban Planning Institute
GDP	Gross Domestic Product
HAPCO	HIV/AIDS Prevention and Control Office
HPM	UN-Habitat Program Manager
HTP	Harmful Traditional Practices
MDG	Millennium Development Goals
MoFED	Ministry of Finance and Economic Development
MOH	Ministry of Health
MSE	Micro and Small Scale Enterprise
MWUD	Ministry of Works and Urban Development
NEWA	Network of Ethiopian Women's Associations
NGO	Non-Governmental Organization
NUPI	The National Urban Planning Institute
OPM	Office of the Prime Minister
ORAAMP	Office for the Revision of Addis Ababa Master Plan
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PPP	Purchasing Power Parity
ROAAS	UN-Habitat, Regional Office for Africa and the Arab States
TPLF	Tigray People's Liberation Front
UN DESA	UN Department of Economic and Social Affairs
UN-Habitat	UN Human Settlements Programme
UNCHS	UN Centre for Human Settlements
UNDP	UN Development Programme
SIDA	Swedish International Development Assistance

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