

Beyond The Rhetoric

Mainstreaming Environmental Issues into Poverty Reduction
Strategies: The case of Ethiopia

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Abstract

Since 1999, the World Bank (WB) and the International Monetary Fund (IMF) encourage developing countries to prepare the so called poverty reduction strategies (PRSs), which are national integrated strategies formulated through a participatory process coordinated with donors. This research has aimed to contribute to the development of effective PRS, especially the Sustainable Development and Poverty Reduction Programme (SDPRP) of Ethiopia. With reference to existing studies, the thesis justifies the need for a national strategy for sustainable development (NSSD) and identifies the principles and criteria for evaluating such strategies in relation to their integrated and participator character, country commitment, the nature of the policy processes, targeting and resourcing. It subsequently explains that NSSD & PRS have common characteristics and hence the criteria for NSSD evaluation can also be used for PRS. To evaluate Ethiopia's SDPRP 2002 process and contents in relation to the principles and criteria, interviews with 37 high level officials in various governmental and non-governmental institutions in Ethiopia were conducted. Analysis revealed that the SDPRP 2002 did not integrate environmental, social and economic objectives. Part of the reason for this was that the SDPRP 2002 was based on existing sector specific policies and strategies. Participation was not complete and was limited only to the formulation rather than to the implementation stage of the strategy process.

While the SDPRP 2002 was a home-grown strategy with high level governmental involvement, it failed to analyse and address environment – poverty linkages. It has also failed to establish environmental targets and related measures. Despite these deficiencies, the SDPRP 2002 was a valuable attempt of strategic planning for sustainable development and there is an opportunity to act on the identified deficiencies in the SDPRP 2005 which was being prepared at the time of writing this thesis. For example, this research identified that the SDPRP 2002 did not have a clear long-term vision, but that the next SDPRP 2005 will be based on the Millennium Development Goals. Furthermore, this research discovered that the SDPRP 2002 did not effect changes in the thinking, planning and operation of the energy sector in Ethiopia; mainly because it did not adequately cover this sector and did not develop effective communications and awareness raising mechanisms. Based on the analysis, recommendations on Ethiopia's SDPRP 2002 have been made that could assist policy-makers and other concerned parties in their efforts to develop an effective sustainable development and poverty reduction strategy.

Executive Summary

Poverty Reduction Strategy Paper (PRSP), as promoted by International Financial Institutions (IFIs) since 1999, describes a country's macroeconomic, structural and social policies and programmes that are designed to promote growth and reduce poverty. They are also supposed to highlight the associated external financing needs and the major sources of financing. PRSPs are to describe the core techniques such as poverty diagnostics, monitoring and evaluation; sectoral issues such as health, education, infrastructure, macroeconomic policy; and cross-cutting issues such as gender, environment and population.

A Poverty Reduction Strategy (PRS) approach can enable governments in developing countries to prepare national integrated "*poverty reduction*" strategies through a participatory process involving domestic stakeholders and external development partners. The PRS process is organised as a policy cycle; the cycle starts every three years either by revision of an existing document or development of a new PRS.

The PRSP model has been envisaged as the centrepiece for policy dialogue in all countries receiving concessional lending flows from the World Bank (WB) and International Monetary Fund (IMF).

The main aim to integrate environmental goals into a PRS is that poverty alleviation should enhance the environment of the poor and improving environmental conditions can help to reduce poverty; because the world's poorest people are dependent on ecosystem services such as clean water, soil conservation and the sustainable supply of marine and forest products for direct consumption or income generation. Environmental activities can also provide effective ways to empower the poor. The many links between environmental management and poverty alleviation provide the rationale for systematic mainstreaming of environment in PRS and its associated processes.

However, the first generation of PRSPs were too focused on the traditional links and causes of poverty as opposed to the wider conceptual framework, which considers of the environment as an important element of the quality of life which contributes to the livelihood of the majority of the people.

In addition, in many countries 'participation' has still been formulaic, macroeconomic and structural reform policies are still too often developed outside the country, and there is significant incoherence with other issues such as environmental sustainability. As a result, there has been much scepticism from different bodies about PRSP being indeed country-owned, participatory, pro-poor, and coherent with environmental issues among others. There are also the issues of implementation, monitoring of progress or lack of it, evaluation as well as cybernetic feedback from the results of monitoring to make improvements in the programme.

In this context, this thesis research was performed in order to explore the extent to which Ethiopia's PRS 2002, which is called Sustainable Development & Poverty Reduction (SDPRP), has been effective in promoting sustainable development, especially in relation to environmental issues and poverty reduction. Additionally, this research was carried out to understand the elements that enable a PRS to effectively address both poverty and environmental challenges; to identify whether or not Ethiopia's PRS meets the requirements for an effective poverty reduction strategy; and to determine if the Ethiopia's PRS brought about real actions. Criteria for evaluating the PRS's quality, continuity and effectiveness were identified and used to evaluate the process, the content and the effect of Ethiopia's PRS 2002.

The research discovered that sustainable development requires the integration of environmental, economic and social objectives and if integration is not possible, tradeoffs should be made. However, in many countries the responsibility for sustainable development issues has been given to environmental ministries and departments which are often among the weakest and least influential in governments. This results in hindering the necessary process of cross-sectoral policy integration. In order to overcome this challenge and to achieve sustainable development, it requires a transformation of governance, structural changes and new ways of working in all areas of economic, social and political life.

In addition, the research revealed that an effective national strategy for sustainable development (NSSD) should be the same as an effective national strategy for poverty reduction; because both strategies have common characteristics. Hence, the particular label applied to a national sustainable development strategy is not important as long as the common characteristics of the strategy are followed. If the PRS is to be relevant and effective over the medium and long term, it requires periodic updates of information. If government is to be accountable for and transparent in delivering its poverty reduction commitments, it requires periodic updates of information. This information should encompass the extent and depth of poverty among the population, regions, demographic or occupational groups most affected by it; and the nature of their deprivations.

The assessment criteria that were identified are based on sustainable development principles and were used to measure the degree to which Ethiopia's national process of strategic planning for sustainable development adheres to the five core principles. These principles are (1) integration of environmental, economic and social objectives; (2) countrywide participation and consensus of stakeholders in the development process; (3) country-ownership of the strategy and commitments; (4) comprehensive and coordinated policy process; and (5) targeting, resourcing and monitoring of development outcomes.

These assessment principles and criteria are based on UN principles for an effective NSSD; OECD principles of strategic planning for sustainable Development; and UK's DFID principles for sustainable development & poverty reduction strategy. These criteria have been used in many contexts to assess the quality, continuity and effectiveness of NSSD. Each assessment principle consists of four criteria and the reason for this is that there should be a limited number of criteria in order to make the process workable, timely and cost-effective. These criteria together provide the basis for an assessment of the particular principle and provide the basis of making a qualitative assessment of the quality of the NSSD. Applying these assessment criteria and principles can enable policy-makers as well as other interested parties to evaluate the quality of PRS and its effectiveness as well as areas that need to be improved. Hence, it can permit timely rectifying strategy shortcomings and strengthening of good areas of strategy.

The research revealed that in 2002, Ethiopia prepared a SDPRP and submitted it to the World Bank and IMF in order to seek concessional loans. The submitted document was approved by the World Bank and IMF boards. Consequently, Ethiopia was permitted to borrow nearly \$6,308 million. Additionally, in November 2001, Ethiopia received nearly \$3 billion (in Net Present Value) debt relief under the Highly Indebted Poor Countries (HIPC) initiative.

The Ethiopia's SDPRP 2002 was evaluated; the strengths and weaknesses of the strategy were evaluated against the identified assessment principles and criteria.

The SDPRP 2002 document was claimed to have been developed based upon countrywide participation during the consultation process to prepare the SDPRP 2002. This was confirmed

by the joint International Development Association and International Monetary Fund (IDA-IMF) staff assessment paper of August 27, 2002. This paper states, “*The PRSP consultations have constituted an unprecedented participatory process*”.

The areas that the authors of the SDPRP 2002 document recognised as key sector development policies and strategies to reduce poverty were: (a) Rural and Agricultural Development Policies and Strategies; (b) Food Security; Pastoral Development; Road; (c) Water Resource Development; Education; and (d) Health. Environmental issues were recognised as being cross-cutting.

Detailed analysis of the SDPRP 2002 document revealed that there was at least ‘formal’ integration. But if one looks beyond the surface, there was no integration of economic, social and environmental objectives; primarily because various sectors that are recognised as poverty-oriented had already prepared their own sectoral plans and merely sent them to the Ministry of Finance and Economic Development (MOFED) which is the sole institution responsible for the preparation of SDPRP. Consequently, MOFED compiled the various sectoral plans into the SDPRP 2002 document – “*Sectoral Documents Integration*” rather than “*Sectoral Objectives Integration*”. Consequently, since various sectors prepared their own policies without consulting with each other, the SDPRP 2002 document does not contain measures to avoid adverse impacts of one sector policy on the others. Additionally, although the strategy pointed out the current environmental problems that the country faces, it contains no measures or strategies designed to overcome these problems.

Further, the participation of non-state stakeholders was limited to the consultation process. Non-state actors’ inputs and comments were not adequately incorporated into the document. Hence, consensus was not reached. In addition, the strategy did not develop mechanisms that permitted non-state actors to continue participation in implementation, monitoring and evaluation of the SDPRP.

The research revealed that communication and public awareness-raising of environmental issues was very limited; mainly because there is no environmental programme within the Mass Media, in a continuous manner. The only time the Media were used to disseminate environmental information was when there was an international tree planting day, city cleaning etc. Secondly, although there is a biannual magazine in which the Federal Environmental Protection Authority (EPA) disseminates environmental information, this magazine is provided exclusively to various institutions; as a result there is no chance for the general public to get this magazine. Even if they get it, it is only for those who can read since most people in Ethiopia cannot read and write.

The SDPRP 2002 was a home-grown strategy with high level government involvement. However, it was not owned by the country but by the government; because non-state actors were not fully involved in the entire process and as well as their inputs were not adequately included. Hence, responsibility for implementation of the strategy was only given to governmental organisations.

The SDPRP 2002 was based on the existing sectoral planning processes – “*Existing planning process versus integration*”. However, it did not analyse the rural and urban environmental situations of the country despite the fact that environmental sustainability and regeneration are critical to reversing the cycle of poverty and food insecurity. Ethiopia continues to suffer from severe soil erosion, deforestation and concomitant drought conditions as well as pollution & lack of sanitation.

Some of the economic and social goals of the strategy are not realistic due to: (1) lack of institutional capacity, especially in the regional and district levels, and (2) some of the financing of these goals comes from external sources which can be stopped at any time. This lack of technical and institutional capacity in the regional and district levels has made the decentralisation process to not be fully implemented.

The strategy did not incorporate environmental indicators, targets and budgets for the implementation of the environmental objectives. The strategy did not develop mechanisms to monitor the progress of the environmental policies and programmes which influence the well-being of the poor. In addition, the SDPRP 2002 did not designate implementing agencies of the environmental programmes.

The analysis also revealed that the SDPRP 2002 only recognises and has targets, budget estimations and allocations for rural electrification. Other energy resources such as biomass and petroleum products were not included in the strategy despite their importance in reducing poverty. For instance, about 95% of the energy supply in Ethiopia comes from biomass resources, which are currently being demanded at about five times its supply.

As a result, the impacts of the SDPRP 2002 on the energy sector are very minimal. Almost all of the interviewees in the various energy institutions, which deal with energy resources (i.e. Biomass, Electricity & Petroleum Products), said that the SDPRP 2002 did not change their way of thinking, planning and operations. However, the rural energy project that deals with household energy efficiency and sustainable use of natural resources by promoting improved biomass stoves has been using the SDPRP 2002 to sell its ideas and arguments.

This proves that the participation in the SDPRP 2002 process did not fully involve citizens. Besides, the process did not develop a system for communicating the poverty reduction plans with all stakeholders including governmental officials and non-governmental actors.

Keeping this in mind, recommendations are made to help improve the sustainable development and poverty reduction strategy of Ethiopia. Environmental integration into other policy areas clearly promotes sustainable development and poverty reduction. So the strategy should contain environmental objectives and the relevant targets and responsibilities giving them an emphasis equal to economic and social objectives. Environmental implications of all economic and other policies should be explicitly assessed and based on the assessment results appropriate measures should be taken.

The participation of non-state actors at each stage clearly contributes to poverty reduction. Hence, the SDPRP should have mechanisms that ensure continuous participation by non-state actors during implementation, monitoring and evaluation. This can increase the commitments of non-state actors to engage in the poverty reduction programme as well as it should promote country-ownership of the strategy and transparency of the Ethiopian government.

In order to achieve meaningful poverty reduction, the strategy should be based on comprehensive analysis where root causes of poverty are identified.

In this regard, the WB and IMF should give more attention to environmental, social and economic issues when assessing PRSPs in order to determine the root causes of poverty as well as to make economic development compatible with protection of the environment and the cultural parameters.

The SDPRP should contain environmental, social and economic objectives, targets and indicators. It should be integrated into the budget process to ensure that achieving the objectives have the financial resources needed so they can be implemented.

For the SDPRP to increase its impacts on the energy sector it should adequately address all energy resources available in the country and should develop communication and awareness-raising mechanisms.

However, achieving the formulation, implementation, monitoring, evaluation and feedback of effective poverty reduction strategy necessitates an active participation and cooperation of all the stakeholders at various levels. It requires the government and non-governmental actors to work together in a manner that is transparent and open as well as they must all have serious commitments to reduce poverty. It requires creating and effectively using a two-way communication mechanism to resolve differences. Only in this way, can the government with the engagement and empowerment of all stakeholders, create and implement an effective strategy to reduce poverty. This in turn will ensure a more sustainable use of environmental resources in the country

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Abbreviations

ADB	African Development Bank
ADLI	Agricultural Development-Led Industrialisation
AU	African Union
CEPs	Country Environmental Profiles
CS	Conservation Strategy
CSA	Central Statistical Authority
CSOs	Civil Society Organisations
DAG	Development Assistance Group
DFID	Department for International Development
EC	European Commission
EEPCO	Ethiopian Electric Power Corporation
EIAs	Environmental Impact Assessments
ENSED	Ethiopian Network for Sustainable Energy Development
EPA	Environmental Protection Agency
EPE	Ethiopian Petroleum Enterprise
EURODAD	European Network on Debt and Development
GDRC	Global Development Research Centre
GEF	Global Environmental Fund
GTZ	German Technical Cooperation
HIPC	Highly Indebted Poor Country
HSDP	Health Sector Development Programme
ICAM	Integrated Coastal Area Management
IDA	International Development Association
IFIs	International Financial Institutions
ILRI	International Livestock Research Institute
IMF	International Monetary Fund
MDG	Millennium Development Goal
MOARD	Ministry of Agriculture and Rural Development
MOFED	Ministry of Finance and Economic Development
MOI	Ministry of Infrastructure
NEPAD	New Partnership for Africa's Development
NGOs	Non-Governmental Organisations
NSSD	National Strategy for Sustainable Development
OECD	Organisation of Economic Co-operation & Development
PAJS	professional associations joint secretariat
PPAs	Participatory Poverty Assessments
PRS	Poverty Reduction Strategy

PRSP	Poverty Reduction Strategy Paper
SAPs	Structural Adjustment Programmes
SDPRP	Sustainable Development and Poverty Reduction Programme
SEAs	Strategic Environmental Assessments
SIDA	Swedish International Development Co-operation Agency
UN	United Nations
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNIDO	United Nations Industrial Development Organisation
WB	World Bank
WCED	World Commission on Environment and Development

1 Introduction

“Concern for the environment is viewed by many as a rich-country luxury. It is not. Natural and man-made environmental resources provide sustenance and a foundation for social and economic development”
(World Bank, 2005).

“Addressing [...] poverty-environment linkages must be at the core of national efforts to eradicate Poverty”¹

1.1 Background

The environment is an important element of most efforts to reduce poverty. It is linked to the reliance of the world’s poorest people on ecosystems services such as clean water, soil conservation and the sustainable supply of marine and forest products for direct consumption or income generation (WWF², 2005).

In order to reflect these poverty-environment linkages, the World Bank accelerated its efforts to support more environmentally sustainable development through lending, more attention to the environment in country programs and policy dialogues, and more support for global and regional environmental initiatives (World Bank, 2002, 216).

In 1999, the World Bank Group and the International Monetary Fund (IMF) agreed at the annual meeting that nationally-owned participatory poverty reduction strategies should provide the basis for all World Bank and IMF concessional lending, and for debt relief under the enhanced Heavily Indebted Poor Countries Initiatives (HIPC³) (Holtz, 2003).

Following this, the World Bank introduced the so-called Poverty Reduction Strategy Paper (PRSP) in order to enable governments in low-income countries to prepare national strategies through a participatory process to involve domestic stakeholders as well as external development partners (IMF, 2005).

In order to serve its purpose, a PRS should be: (1) country-driven – i.e. promoting national ownership of strategies through broad-based participation of civil society; (2) result-oriented and focused on outcomes that benefit the poor; (3) comprehensive in recognising the multidimensional nature of poverty; (4) partnership-oriented involving coordinated participation of government, domestic stakeholders, and external donors; and (5) based on a long term perspective for poverty reduction (NGO Working Group, 2000).

What is a PRSP?

A PRS is a short and medium term strategy in order to implement the national long-term development plan in a series of three-year rolling plans. A PRSP describes a country’s macroeconomic, structural and social policies and programmes that aimed at promoting growth and reducing poverty, as well as associated external financing needs and major sources

¹ European Commission *Issues Paper* on the Future EU Development Policy, 7 January 2005.

² World Wide Fund for Nature (WWF)

³ The HIPC Initiative was first launched in 1996 by the IMF and WB, with the aim of ensuring that no poor country faces a debt burden it cannot manage. The Initiative entails coordinated action by the international financial community, including multilateral organisations and governments, to reduce to sustainable levels the external debt burdens of the most heavily indebted poor countries. In September 1999, deeper and broader debt relief and to strengthen the links between debt relief, poverty reduction and social policies.

of financing. It also describes core techniques such as poverty diagnostics⁴, monitoring and evaluation; sectoral issues such as health, education, infrastructure, macroeconomic policy; and cross-cutting issues such as gender, environment and population (Holtz, 2003).

A PRS and a national strategy for sustainable development (NSSD) are the same and they are the ways in which a country is addressing the challenge of progressing towards its goals for sustainable development. The international forum on national sustainable development strategies, held in Accra, Ghana from 7-9 November 2001, confirmed that effective national sustainable development strategies have common characteristics⁵ with, for example, a National Vision, National Agenda 21, or a Poverty Reduction Strategy. All these established frameworks can provide a good basis for strategic action towards sustainable development. The particular label applied to a national sustainable development strategy is not important as long as the common characteristics of the strategy are adhered to (NSSD, 2001).

The shift to PRSPs and the loss of confidence in the previously pursued structural adjustment programmes (SAPs) has occurred since the World Bank and other advocates of adjustment policies have come to acknowledge that many adjustment measures caused actual losses among the poor. Furthermore, there was a connection between adjustment programmes and growing poverty and inequality (Holtz, 2003).

Therefore, the PRSP model is now envisaged as the centrepiece for policy dialogue in all countries receiving concessional lending flows from the World Bank and IMF. If PRSPs are to be effective and sustainable then, they must be nationally owned rather than donor-driven. Effective national ownership needs to involve both governmental and a broad cross-section of other non-governmental stakeholders (NGO Working Group, 2000).

This means that the process of preparing and implementing PRSPs and monitoring their implementation needs to be participatory since the participation of stakeholders in the formulation, implementation and monitoring of poverty reduction strategies is a key element in their success. For instance, participation can help to build ownership and commitment to poverty reduction for a range of stakeholders (NGO Working Group, 2000).

Consequently, stakeholder participation, particularly of the poor in defining poverty and its causes and solutions, can play an important role in formulating effective poverty reduction strategies. However, ensuring that PRSPs are produced through high-quality participatory processes, involving the representation of non governmental stakeholders in their planning, implementation and monitoring poses a challenge to governments, donors and the development community at large (NGO Working Group, 2000).

One of the reasons for this challenge is that PRSPs are owned by state institutions and there are no mechanisms that ensure that non-state actors such as civil society organisations (CSOs) and business community are fully involved in the entire process and provide meaningful contributions for poverty reduction. In addition to this, there are no developed mechanisms for adequate information sharing in several of the PRSP countries, particularly in Africa and Central Asia. These shortcomings lead to reduced quality and effectiveness of poverty

⁴ Poverty analysis that includes the poor's perceptions of poverty and well-being, their priorities, and explanations.

⁵ This characteristics are: (1) Integration of economic, social and environmental objectives; (2) Broad participation, consensus and effective partnership; (3) Country ownership and commitments; (4) Comprehensive analysis and policy coordination; and (5) Coherence between budget, capacity and strategy priority as well as integrated mechanisms for monitoring, follow-up, evaluation and feedback.

reduction strategies due to the fact that root causes of poverty remain covered (NGO Working Group, 2000).

Environmental issues in PRSPs

The main aim for promoting environmental goals in a PRSP is that poverty alleviation should enhance the environment of the poor and improving environmental conditions can help to reduce poverty; because environmental conditions have major effects on the health, opportunity, and security of poor people. Environmental activities can also provide effective ways to empower the poor. The many links between environmental management and poverty alleviation (See Figure 1-1) provide the rationale for systematic mainstreaming of environment in PRSPs and their associated processes (World Bank, 2000).

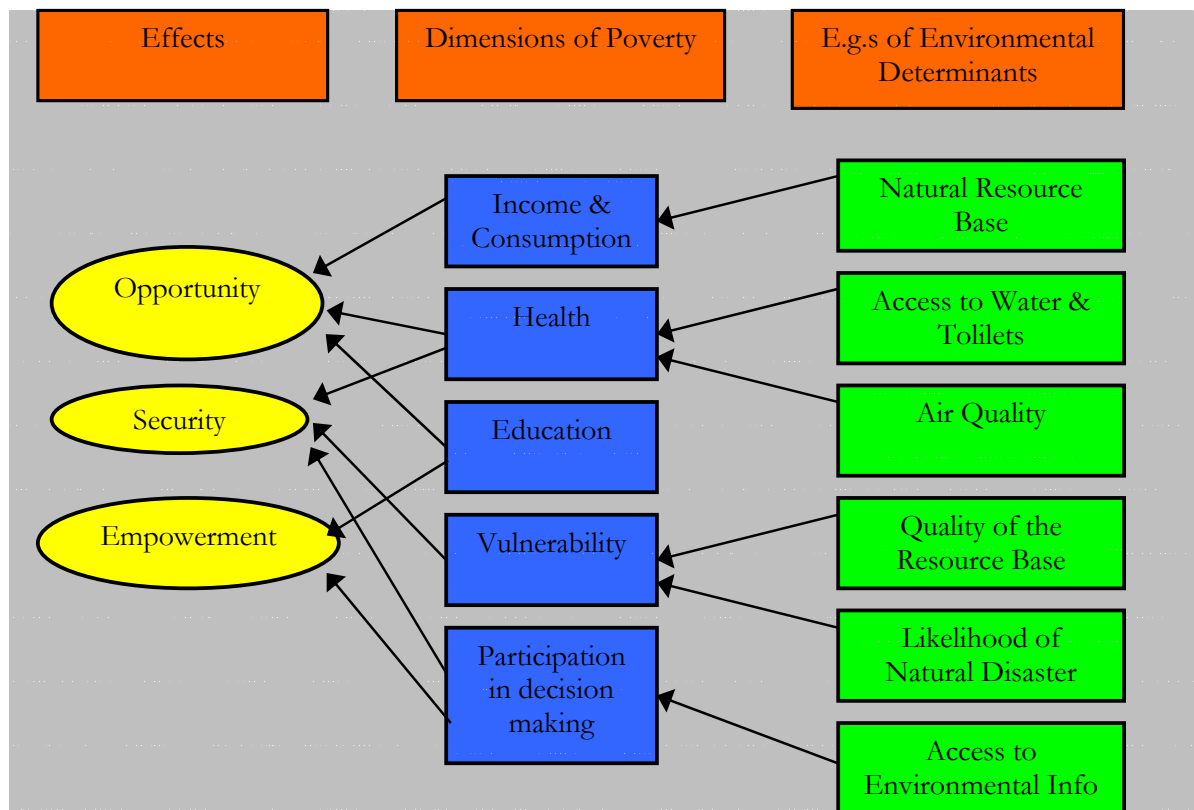


Figure 1-1 Improved Environmental Quality can Contribute to Poverty Reduction
 Source of the diagram: World Bank, 2000.

However, first generation PRSPs were too focused on the traditional links and causes of poverty as opposed to the wider conceptual framework, which considers the environment as an important element of the quality of life which contributes to the livelihood of the majority of people. Although these deficiencies have been noted and efforts to redress them are now in progress, integrating environmental issues into the PRSP process is a challenge. This is due to the fact that both the PRSP process and analysis of poverty – environment linkages are relatively new (Kimenyi, 2004).

Though the Poverty Reduction Strategy approach, launched by the International Financial Institutions (IFIS) in September 1999, has the potential to change the nature of the development process, early evidence does not show many positive signs. For instance, in many countries ‘participation’ has still been formulaic, macroeconomic and structural reform

policies are still too often developed outside the country, and there is significant incoherence with other issues such as pro-poor trade, food security and environmental sustainability (Eurodad, 2000).

1.2 Problem Formulation

The PRSPs are supposed to be country-owned, pro-poor, participatory and result-oriented. They are also supposed to consider environment as an important element of the quality of life, which contributes to the livelihood of the majority of people.

However, some have observed that PRSPs are merely ‘window dressing’. Because, in reality they empower neither poor countries nor poor people but rather enforce the power of international agencies by making it seem that they are promoting ownership when this is not the case. As such, there has been much scepticism from different bodies, such as the European Network on Debt and Development (Eurodad), about PRSP being indeed country-owned, participatory, pro-poor, and coherent with other issues such as environment. In addition to these facets, there are the issues of implementation, monitoring of progress or lack of it as well as cybernetic feedback from the results of the monitoring to make improvements in the programme.

The lack of country-ownership and continuous stakeholder participation in the PRSP process may therefore, prevent countries from addressing environmental quality and natural resources, which are closely linked with the quality of people’s lives.

As a result, the health of the poor continues to be endangered by unsafe environment (See Figure 1-3). In addition, their livelihoods are affected by the loss of natural resources such as forests, fisheries and top soil (See Figure 1-4) and they are most likely to be at risk from environmental catastrophes such as drought, and floods. This is exactly what happens in Ethiopia and this fact leads to the following questions:

1. What kind of a PRS is able to effectively address both poverty and environmental challenges?
2. Does the Ethiopia’s PRS meet the requirements for an effective poverty reduction strategy?
3. Does Ethiopia’s PRS influence real actions or is it merely “window dressing” to provide fashionable rhetoric on poverty and the environment?



*Figure 1-2 Unprotected, Inconvenient & Uncomfortable Kitchen Environment
Source of picture: Mo.ARD/gtz-HEPNR brochure*

Note: Figure 1-2 shows a typical Ethiopian kitchen that has no smokestack extracting the flue gases from the kitchen space where women are working. Consequently, women as well as their children are mainly the victims of unsafe environmental conditions.

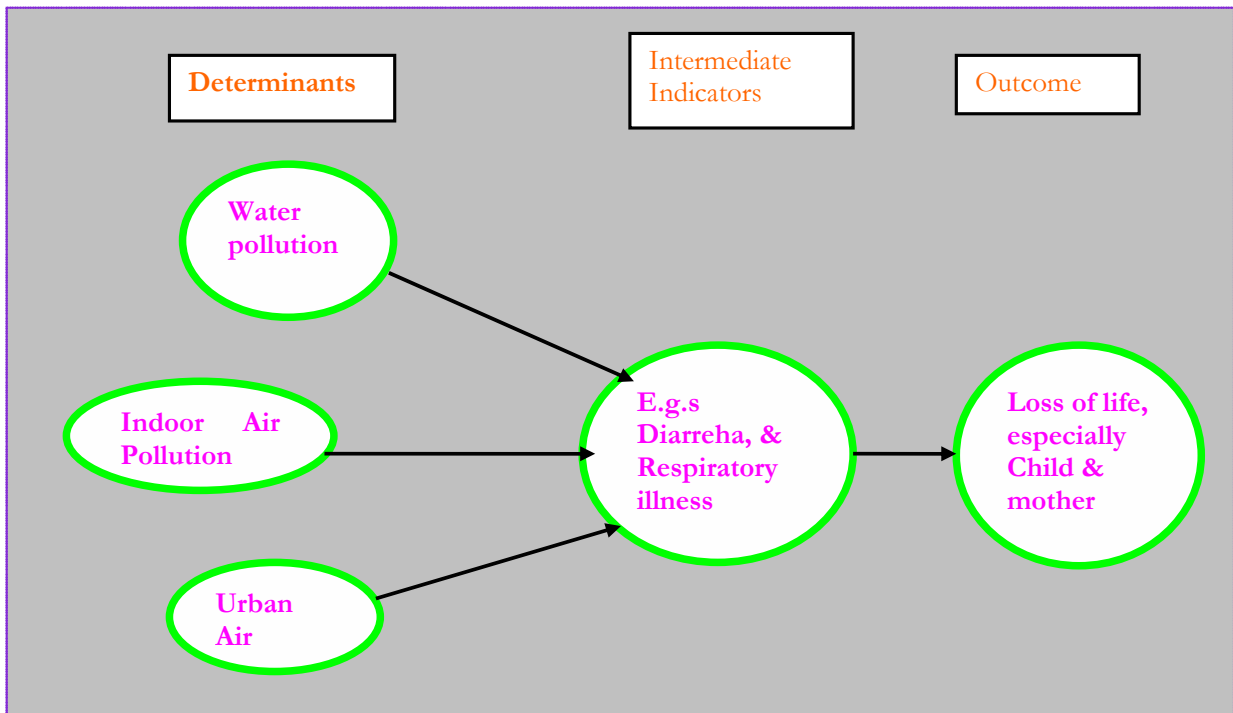


Figure 1-3 Unsafe Environmental Conditions Contribute to Health Damage

Source of the diagram: World Bank 2002 modified

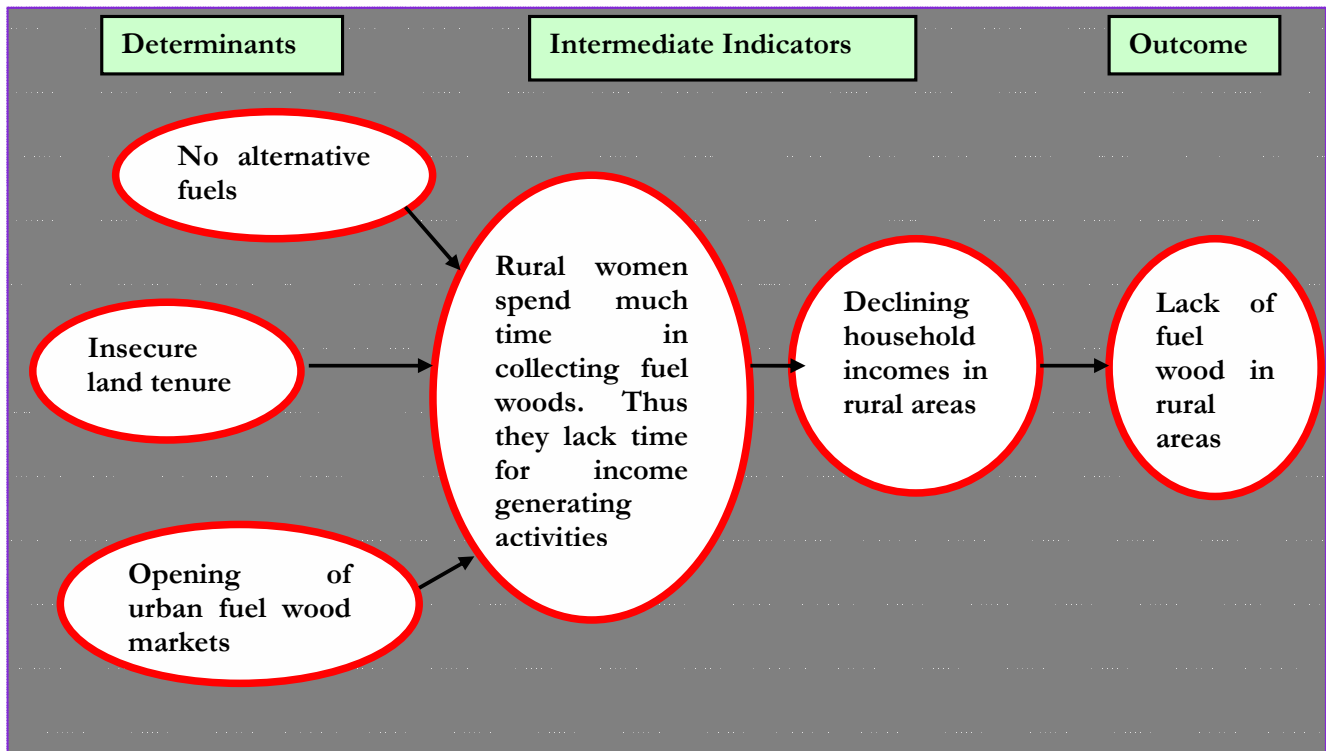


Figure 1-4 The Depletion of Natural Resources Lead to Economic Crisis

Source of diagram: World Bank 2002 modified



Figure 1-5 Typical Urban Fuel Wood Market in Ethiopia

Source of picture, MoARD/GTZ brochure

Note: The opening of urban fuel wood markets leads to shortage of fuel wood in the rural areas. As a result, the rural people, especially the women (See Figure 1-6), are obliged to spend much time in searching for fuel woods. Hence, they lack time for income generating activities. This, in turn, leads to the declination of household incomes in rural areas.



Figure 1-6 Ethiopian Rural Women Collecting Fuel Woods

Source of pictures: MoARD/GTZ brochure

Note: Figure 1-6 attempts to show as example how Ethiopian rural women spend much time, which could be used to generate income, in looking for fuel woods as well as the depletion of forests. For instance, according to MoARD & GTZ joint rural energy project, the biomass fuels constitute about 95% of the Ethiopian energy consumption and the forecasted fuel wood demand for 2005 is 6 times greater than the sustainable supply.



Figure 1-7 A Mother Giving One of Her Sons a Body Wash Using Storm Water at the Gutter and Her Other Son Washing Clothes Using the Same Water.

Source: The author of this thesis took this picture on 6 July 2005 in Addis Ababa, Ethiopia.

Note: This water is most probably very contaminated because of the exhaust gases and leaking oil from the motor vehicles as well as it is most probably mixed with sewage water.



Figure 1-8 A Women Washing Clothes Using the Storm Water at the Gutter

Source: The author of this thesis took this picture on 6 July 2005 in Addis Ababa, Ethiopia.

1.3 Aims & Objectives

This thesis explores the extent to which Ethiopian Poverty Reduction Strategy 2002, which is called Sustainable Development & Poverty Reduction Programme (SDPRP), has been effective in promoting sustainable development, especially in relation to environmental issues. Because environment is linked to many other sectors such as agriculture and rural development, health, roads, water, energy. For instance, there are crucial interconnected impacts upon environment and health in airborne diseases such as respiratory infections; and water borne diseases such as diarrhoeal & typhoid that are caused by or made more severe by air & water pollutions. These diseases especially affect the poor. Thus, this thesis examines the degree to which environmental issues are incorporated into the country's sector policies and how they are incorporated into the national poverty reduction strategy.

The thesis explores the issues pertaining to the circumstances and through which mechanisms Ethiopia's PRS can be improved, especially in relation to the environment. The thesis findings could be used by actors who are involved in the SDPRP formulation, implementation and monitoring as well as in evaluation of the progress of effectiveness or lack of effectiveness. Subsequently, the strengths of SDPRP in the findings could be enhanced while the weaknesses could be reduced by creating new strategies and approaches.

Based on the findings, the author makes recommendations designed to assist the Ethiopian Government which is responsible for leading the SDPRP processes; Civil Society Organisations (CSOs) which represent poor sectors and are supposed to be engaged in formulating, implementing and monitoring the SDPRP; as well as representatives of business society such as Chamber of Commerce which are also supposed to be engaged in formulating, implementing and monitoring the SDPRP. These findings could be used by bilateral and multilateral donor agencies, such as the World Bank, IMF & development agencies, as they provide relevant inputs to help them make improvements in their engagement with SDPRP.

Hence, the thesis objectives are:

- I. To identify criteria for evaluating PRS quality, continuity and effectiveness.
- II. To evaluate Ethiopia's SDPRP 2002, especially in relation to environment, against the established criteria by examining:
 - a. The process of the SDPRP 2002 development, adoption & implementation;
 - b. The content of the SDPRP 2002; and
 - c. The effects of the SDPRP 2002 on the Energy sector.
- III. To provide recommendations on Ethiopia's SDPRP 2002.

1.4 Scope and Limitations

The study focuses on Ethiopia's PRSP formulation, implementation, monitoring and evaluation. Although PRSPs were started in 1999 and countries prepared their *interim* PRSPs, this is not taken into account because this research explores the *full* PRSP after experience was gained.

The PRSP examined in this thesis, unless otherwise mentioned, is limited to Ethiopia's PRSP of 2002 which is called Sustainable Development and Poverty Reduction Programme (SDPRP) with a particular focus on the mainstreaming of environmental issues into PRSP. The reason why this country was selected is because of accessibility - Ethiopia is the author's

country of origin and therefore, it was easier to acquire the required information in the short time period assigned to the thesis writing.

Apart from practicality, in 2002 Ethiopia submitted its full PRSP to the World Bank and IMF and had received approval from both bodies. Consequently, Ethiopia became one of the countries that received concessional loans from the World Bank and IMF. Besides, in November 2001 Ethiopia received debt relief under HIPC initiative.

In addition, the author initially planned to investigate the effects of having electricity in one of the 104 rural towns that received electricity after the adoption of SDPRP 2002 in terms of changes in health and education services; in private businesses such as restaurants, bars, cafes, flour mills (grinds grain into flour); and in households' living standards. However, after consultations with the supervisors of this thesis, the author decided to look at the effects of Ethiopia's SDPRP 2002 in terms of thinking, planning and operation in various energy institutions in Ethiopia.

The reason for this is that understanding and applying the national strategy by employees according to his/her position is a prerequisite for effective translation of the strategy as well as it is a sign of good communication and ongoing participation. Secondly, although access to electricity is important for poverty reduction and electricity is one of the many sources of energy, other energy sources such as biomass and petroleum are also equally important for poverty reduction. Thus, to examine the various energy institutions in the light of the poverty reduction strategy enabled the author to determine the extent to which the strategy is being recognised and applied.

1.5 Research Design & Methods

This research was initiated with a literature review in relation to objective I. The review was carried out with the purpose of establishing a theoretical framework to more fully understand: (a). the concept of sustainable development and poverty reduction strategies; (b). sustainable development – a guiding vision; (c). the depth of participation in the PRS processes; and (d). the PRS using an analytical sustainable development and strategic planning principles and criteria that assess the quality, continuity and effectiveness of PRS.

After establishing the theoretical framework, the following documents were evaluated based on the established criteria:

- 1) Ethiopia's SDPRP 2002;
- 2) Ethiopia Conservation Strategy 1997; and
- 3) Environment Sector Capacity Need Assessment to Achieve MDG7 target 9⁶ 2004.

The latter two documents were evaluated to determine their relationships with the SDPRP 2002 document.

⁶ Millennium Development Goal7: Ensure Environmental Sustainability, Target 9: Integrate the principle of sustainable development into country policies and programmes; and reverse the loss of environmental resources.

Table 1-1 Research Design & Methods

Thesis Objectives	I. Theoretical Background & Strategy Assessment Criteria	II.a. The process of Ethiopia's SDPRP 2002 adoption & implementation; & II.b. The content of the SDPRP 2002	II.c. The effects of the SDPRP 2002 on the energy sector.	III. Recommendations on Ethiopia's SDPRP 2002.
Methods used	Literature Review	<ol style="list-style-type: none"> 1. Ethiopia' SDPRP 2002 document; 2. Ethiopia's Conservation Strategy 1997 document; 3. Environment Sector Capacity Need Assessment to Achieve MDG7 target 9, 2004 document; 4. Personal interviews conducted in Ethiopia with 32 concerned high level officials & senior experts (See details in the main text); and 5. Literature Review 	Personal interviews conducted with five concerned high level and senior experts at five Energy institutions in Ethiopia. (See details in the main text)	<ol style="list-style-type: none"> 1. Literature Review; 2. Evaluation results of documents, include SDPRP 2002, Conservation Strategy 1997, Environment Sector Capacity Need Assessment to Achieve MDG7 target 9 2004; 3. Results of personal interviews; 4. Observations; 5. Annual Progress Reports 2002/03 – 2003/4 of SDPRP 2002; 6. Donors Comments on SDPRP 2002; 7. NGOs & Business Community Recommendations on SDPRP 2002; and 8. World Bank & IMF's joint staff assessment results of SDPRP 2002.

In addition, in order to fill in the gaps that were found in the SDPRP 2002 document during the evaluation and also to strengthen the results of the evaluation of SDPRP 2002 document, structured, open ended interviews were conducted for one and a half months in Ethiopia. Interviews were carried out with 32 concerned high level officials & senior experts in various governmental Ministries & Agencies, CSOs, Private & Public Medias, Bilateral and Multilateral Donors, various UN agencies, and Chamber of Commerce. See Appendix 1 for the questions that were asked as well as the institutions where interviews were conducted. See Appendix 2 for interviewees' names, positions and institutions as well as the reasons for interviewing these institutions. This was done in relation to objective II a-b. The data that were obtained from interviews are used in section 4.3 where Ethiopia's SDPRP 2002 process is assessed against the established criteria found in section 3.2. The interviews were conducted face-to-face.

In order to ascertain Ethiopia's SDPRP 2002 effect, Ethiopia's energy sector was examined in depth. Personal interviews were conducted with five concerned high ranking officials and senior experts in five energy institutions in Ethiopia. See Appendix 3 for interviewees' names, positions and institutions; as well as the questions asked. This was done to achieve the research objective IIc. The data that were obtained from interviews are summarised in section 5.3. The interviews were conducted face-to-face.

These institutions are:

- 1) Ministry of Infrastructure;
- 2) Ethiopian Electric Power Corporation;
- 3) Ethiopian Petroleum Enterprise;
- 4) Addis Ababa University, Technology Faculty, Chemical Engineering Department; and
- 5) The Joint Rural Energy Project of the Ministry of Agriculture & Rural Development (MOARD) & the German Technical Cooperation (GTZ) – Household Energy & Protection of Natural Resources.

Finally, the following methods were used to achieve the research objective III – i.e., to analyse, to draw conclusions and give recommendations on Ethiopia’s SDPRP 2002:

- 1) Literature Review;
- 2) Evaluation results of documents, include SDPRP 2002, Conservation Strategy 1997, Environment Sector Capacity Need Assessment to Achieve MDG7 target 9 2004;
- 3) Results of personal interviews;
- 4) Observations;
- 5) Annual Progress Reports 2002/03 – 2003/4 of SDPRP 2002;
- 6) Donors Comments on SDPRP 2002;
- 7) NGOs & Business Community Recommendations on SDPRP 2002; and
- 8) World Bank & IMF’s joint staff assessment results of SDPRP 2002.

1.6 Thesis Outline

The structure of the thesis is described in Figure 1-9 and a description of each chapter is as follows:

Chapter 2 presents various issues that influence sustainable development and poverty reduction and it was derived from the literature review. **Chapter 3** identifies the principles and criteria for assessing NSSD, which is the same as NPRS, and these principles and criteria are based on sustainable development and strategic planning principles and they were derived from the literature review. These assessment principle and criteria were applied to assess Ethiopia’s SDPRP 2002 strengths and weaknesses, and this assessment results are found in **Chapter 4**.

In addition, these principles and criteria were applied to assess the Ethiopian Conservation Strategy 1997 and Environment Sector Capacity Need Assessment to Achieve MDG7 target 9 in order to determine their relationships with SDPRP 2002. Personal interviews were conducted for one and a half months in Ethiopia with 32 concerned high level officials and senior experts in order to bridge the gaps that were found during the assessment of the SDPRP 2002 document. Facts on Ethiopia are also found in **Chapter 4**.

Chapter 5 presents insights into the degree the SDPRP 2002 has influenced the Ethiopian energy institutions’ thinking, planning and operations. Five concerned high ranking officials and senior experts from five energy institutions that provide various energy resources such as biomass, petroleum products and electricity, in Ethiopia were interviewed. The analysis on the information presented in **Chapters 4 and 5** by applying the theoretical perspectives presented in **Chapter 2** is made in **Chapter 6**.

Chapter 7 concludes by presenting the issues discussed in this paper as well as by providing recommendations for further improvement of Ethiopia's SDPRP.

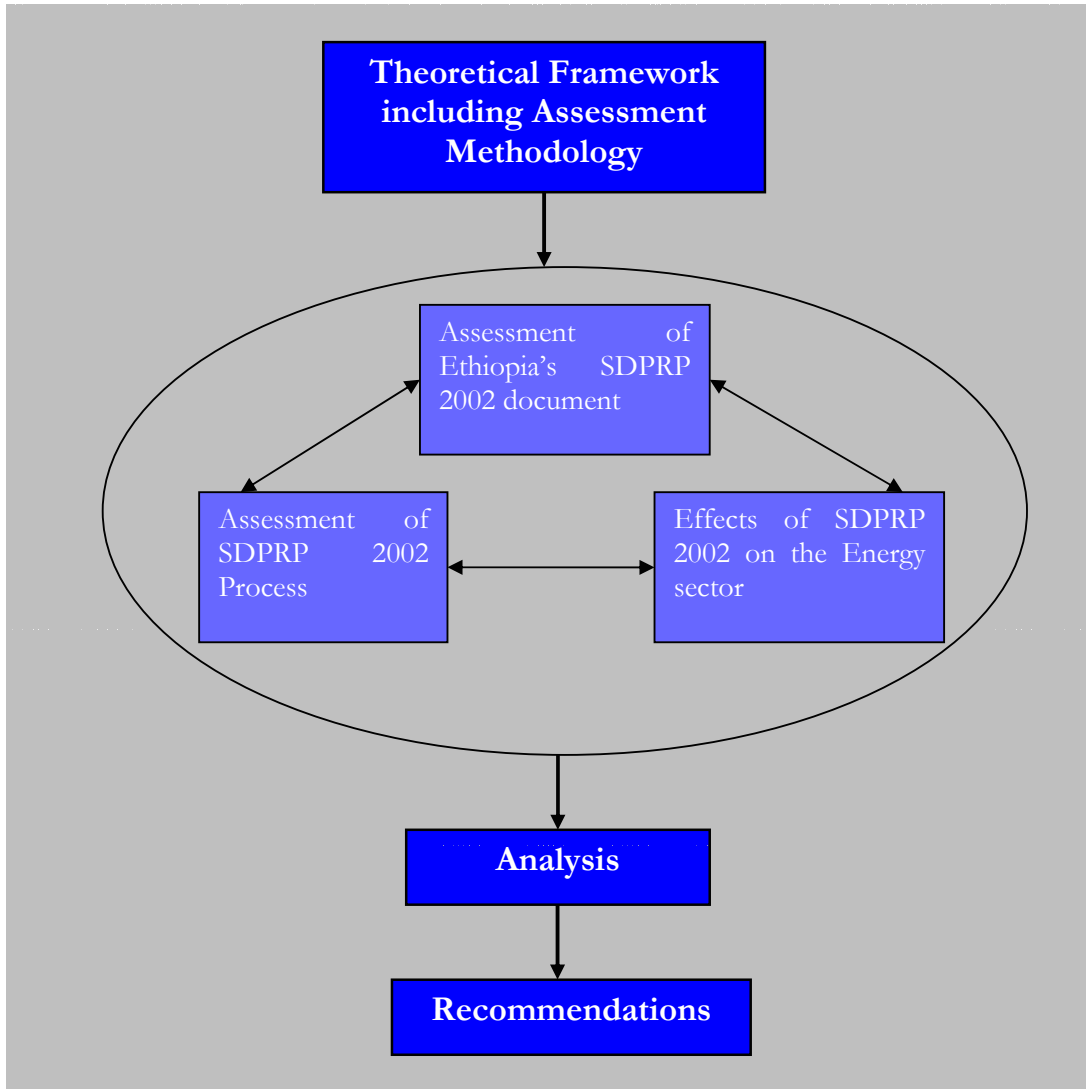


Figure 1-9 Structure of the Research of this thesis.

2 Sustainable Development and Poverty Reduction Strategy

The purpose of this chapter is to give a theoretical framework based on which the Ethiopian Sustainable Development and Poverty Reduction Strategy (SDPRP) 2002 were assessed, analysed, concluded and recommendations developed. This chapter was prepared to achieve objectives I and III. It starts with presenting the definition of sustainable development followed by discussion of a guiding vision of sustainable development. It then explains the need for strategies for sustainable development; and the importance of participation in the strategy process; as well as country ownership of strategies. It explains why poverty reduction strategies can and should be considered as strategies for sustainable development.

2.1 Definition of Sustainable Development

In 1987, the concept of Sustainable development was given a specific framework at the World Commission on Environment and Development (WCED). Moreover, the Commission saw the possibility for a new era for economic growth. This had to be based on policies that sustained and expanded the environmental resource base – so that growth would be absolutely essential to relieve poverty. Poverty was seen as a major cause and effect of environmental degradation. The solution for this lay in promoting economic growth that would be equitable and environmentally sustainable (Petrics, 2005).

Considering the close relationship between environment, poverty and development; the mainstreaming of environment into other policy areas has become indispensable. Environmental improvement should come not just from interventions that deal directly with environmental issues but also from the incorporation of environmental sensitivities and objectives into the work of other sectors (Petrics, 2005).

Hence, the PRSPs offer a significant opportunity to put sustainable development principles into practice. Many of these principles, outlined in section 2.3.1, emphasised in PRSPs – that is, the PRSPs should be country-driven, be developed transparently with broad participation of elected institutions, stakeholders including civil society, key donors and regional development banks; and have a clear link with the agreed international development goals (NSSD⁷, 2004).

Sustainable Development refers to achieving economic and social development in ways that do not exhaust a country's natural resources (See Figure 2-1). In other words, "Sustainable Development is a process of change in which the exploitation of resources, the direction of investments, the orientation of technological development, and institutional change are made consistent with the future as well as present needs" (WCED, 1987).

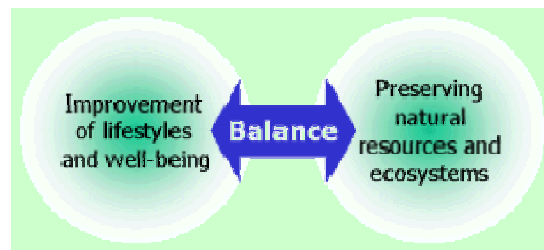


Figure 2-1 The Concept of Sustainable Development

Source: Global Development Research Centre (GDRC), April 2005

⁷ National Strategies for Sustainable Development

2.2 Sustainable Development – a Guiding Vision

2.2.1 Integrating and making trade-offs between economic, social and environmental objectives

As stated in section 2.1, sustainable development entails balancing the economic, social and environmental objectives of the society – the three pillars of sustainable development – integrating them wherever possible, through mutually supportive policies and practices, and making trade-offs where it is not possible (See Figure 2-2). This includes taking into account the impact of present decisions on the options of future generations. However, sustainable development has often been interpreted narrowly as an environmental issue without implications for more than a small group of society. In many countries, the responsibility for sustainable development issues has been given to environmental ministries and departments – often amongst the weakest and least influential in government. This has hindered the necessary process of cross-sectoral policy integration (OECD⁸, 2001).

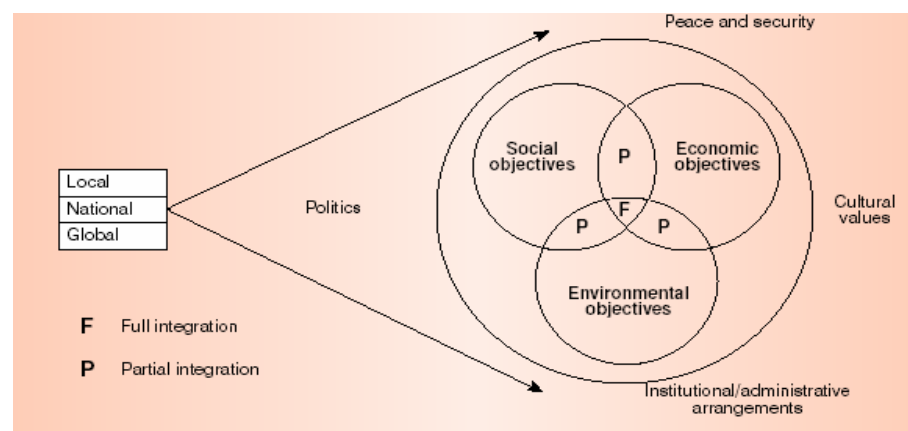


Figure 2-2 *The Integration of Economic, Social and Environmental Objectives into Local, National and Global Planning to Make the Transition to Sustainable Societies.*

Note: Sustainable development is built on these three pillars: economic growth, ecological balance and social progress.

Source of the diagram: OECD, 2002

2.2.2 The importance of good governance to the achievement of sustainable development

Reaching agreement on how to address the challenges that countries face requires a degree of pluralism and room for negotiation. The ability to reach consensus on how the challenge of sustainable development can be met will depend on factors such as peace and security, prevailing economic interests, political systems, institutional arrangements and cultural norms. As such, achieving sustainable development is essentially a task of transforming governance (OECD, 2001).

2.2.3 Country specific approaches to Sustainable Development

The relative priority given to the three pillars of sustainable development will vary in individual countries, societies, cultures and situations, and over time. Approaches to sustainable development reflect the diversity of the social, economic and environmental challenges faced by developing countries. Therefore, whilst sustainable development is a

⁸ Organisation for Economic Co-operation and Development

universal challenge, the practical response can only be defined nationally and locally. For example, in Bolivia, there is a particular emphasis on political dimensions such as good governance and participation, as well as on the cultural and spiritual identity of diverse indigenous peoples (OECD, 2001).

2.2.4 The need for structural changes

Achieving sustainable development will require deep structural changes and new ways of working in all areas of economic, social and political life. For instance, pro-poor economic growth should be promoted and fiscal policies which negatively affect the poor or promote environmental damage should be reformed. In the longer term, if countries want to ensure that their net wealth (including natural, manmade and human capital) remains constant or increases, they need to make sure that market prices reflect the full social and environmental costs of production and consumption. Therefore, sustainable development has important political, institutional and capacity implications. For instance, at the national and local level, it requires cross-sectoral and participatory institutions and integrating mechanisms which can engage governments, civil society and the private sector in developing shared visions, planning and decisions making. Besides, governments, corporations and development co-operation agencies need to be open and accountable for their actions. More generally, economic planning and policy-making will have to become more participatory, prudent and transparent, as well as more long-term so as to respect the interests of future generations (OECD, 2001).

2.2.5 The need for strategies for sustainable development

Moving towards sustainable development presents tremendous challenges. Important structural changes (See section 2.3.4) are needed for societies to manage their affairs. Different countries may settle for different solutions, but all will have to make hard choices. Strategies for sustainable development are about making and implementing such choices, in a realistic, effective and lasting way (IIED⁹, 2001).

A national strategy for sustainable development is the way in which a country is addressing the challenge of progressing towards its goals of sustainable development. It is a plan or method for achieving these goals and, thus, reflects an ongoing process and not a “one-off” document. An effective national strategy for sustainable development helps to address priority problems with complex causes and complex implications; helps to encourage and facilitate institutional and behavioural change for sustainable development; and helps to improve integration, coordinating and mainstreaming of policy goals that are important to stakeholders and lead to sustainable development (NSSD, 2001).

2.3 Strategies for Sustainable Development

Sustainable development strategies require systematic approaches (See Figure 2-3) and continual processes of learning and doing. They don't have discrete beginnings or ends, and thus, they will rarely imply initiating completely new or stand-alone strategic planning projects. As such, different strategic planning processes can be used as the starting point for a strategy for sustainable development. So, what is important is to adhere to basic strategic planning principles and to have in place a co-ordinated set of mechanisms and processes which ensure their implementation. This will help improve convergence between existing strategies, avoid duplication, confusion and straining developing country capacity and resources (OECD, 2001).

⁹ International Institute for Environment and Development (IIED)

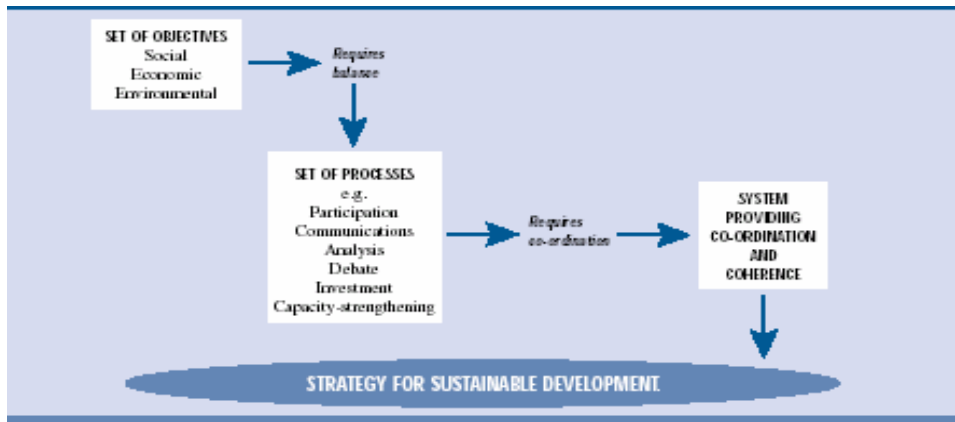


Figure 2-3 Rational for a systematic approach to strategies for sustainable development.

Source: OECD, 2001

2.3.1 Key principles for strategies for sustainable development

The key principles towards which strategies should be developed include people-centred approach; consensus on long-term vision; comprehensive and integrated environmental, social and economic objectives; realistic targets with clear budgetary priorities; priorities need to be based on comprehensive and reliable analysis; incorporate monitoring, learning and improvement; be country-led and nationally-owned; have high-level government commitment and influential lead institutions; be built upon existing processes and strategies; have effective participation; link national and local levels; and develop and build on existing capacity. These principles are all important and no order of priority is implied as they don't represent a checklist of criteria to be met. However, they encompass a set of desirable processes and outcomes which allow for local differences (OECD, 2001).

2.3.2 Mechanisms contributing to a sustainable development strategy

These steps entail the identification, co-ordination and continuous improvement of mechanisms for balancing the economic, social and environmental concerns of multiple stakeholders. Figure 2-4 illustrates the types of mechanisms that are needed and presents suggested basic elements of a system for developing and implementing a strategy for sustainable development (NSSD, 2003).

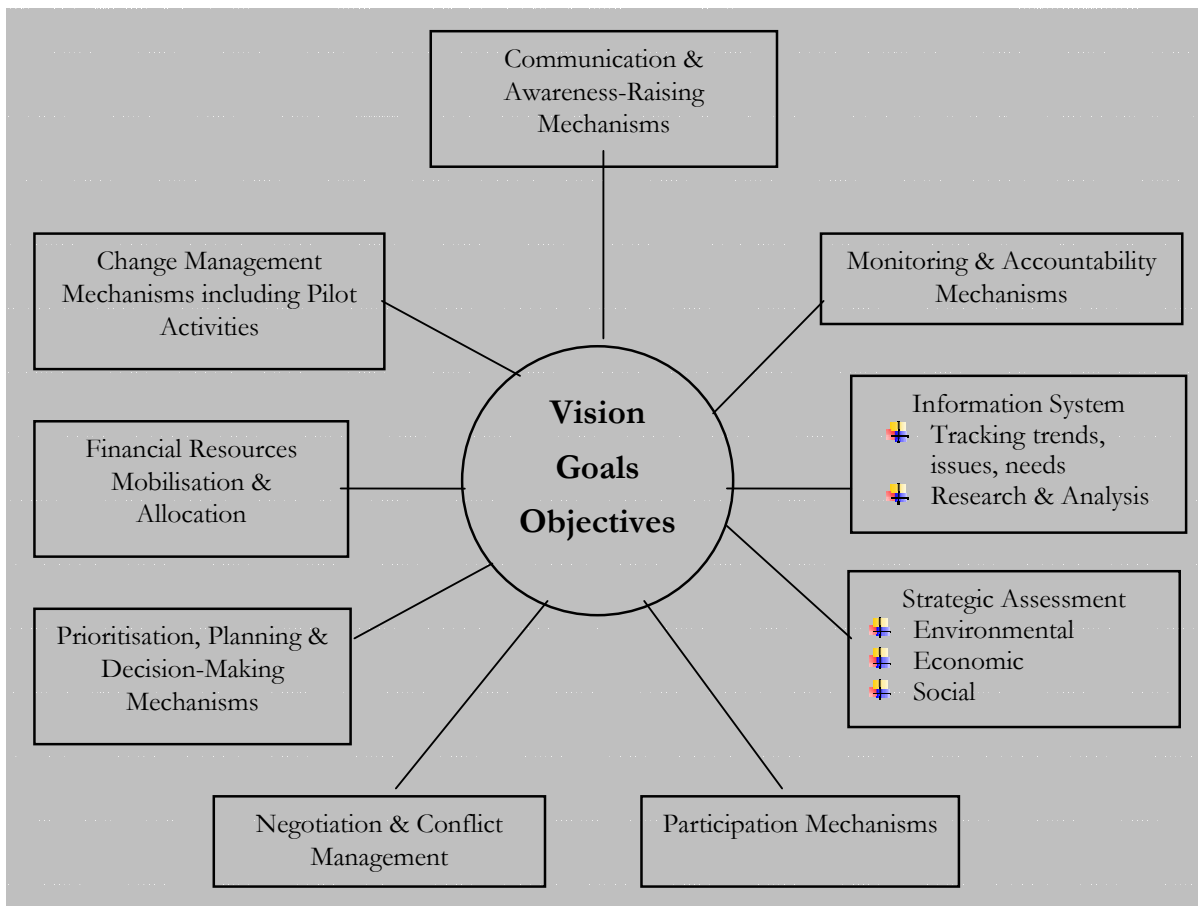


Figure 2-4 Mechanisms contributing to a sustainable development strategy

Source: NSSD, 2003

2.3.3 Monitoring sustainable development strategies

Monitoring is a core component of strategies. It needs to cover processes such as the quality and coverage of participation and information systems, outcomes, and the changing baseline. Monitoring is not a separate exercise. On the contrary, process and outcome indicators need to be considered on a regular basis by stakeholders at the same time as vision and objectives (OECD, 2001).

2.4 Poverty Reduction Strategy Process

An effective national strategy for sustainable development is the same as an effective poverty reduction strategy. Because both strategies have common characteristics (See section 2.4.1) but they take different forms depending on national and local conditions. For example, many established frameworks such as a National Vision, National Agenda 21, or a Poverty Reduction Strategy can all provide a good basis for strategic action towards sustainable development. The particular label applied to a national sustainable development strategy is not important as long as the common characteristics of the strategy are adhered to (NSSD, 2001).

2.4.1 The Poverty Reduction Strategy Cycle

The PRS process is organised as a policy cycle. A full outline of the PRS cycle includes analytical or diagnostic work to prepare for PRS formulation – (i.e. covering both analysis of poverty, and institutional and budget analysis); formulation; approval; implementation; and impact assessment or evaluation. At each stage, participatory approaches can add value to the process (McGee, 2000).

Ideally after three years – by revision or development of a new PRSP, the cycle begins again. This roll-over principle is one of the innovative elements of the PRS approach. It is designed to provide the basis for an ongoing societal learning process about poverty reduction. However, the international debate on participation in this context is mainly focussed on participation on the way to the first PRSP. Thus, as the PRS cycle is an ongoing process, there remain a few questions (see Figure 2-5) to be answered (Eberlei, 2005).

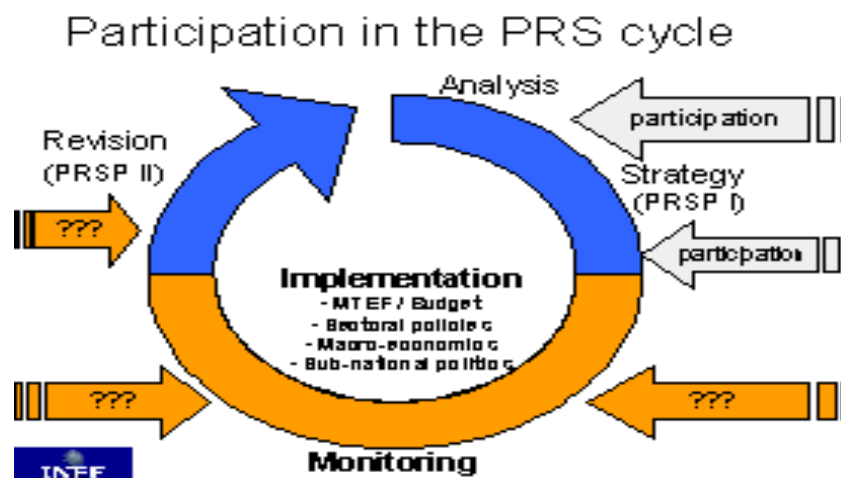


Figure 2-5 Participation in the PRS cycle

Note: An effective PRS ensures non-state actors to be involved in the entire process so that they can be able to provide meaningful contributions at each stage and there will be transparency and accountability from governmental and non-governmental actors.

Source: United Nations Economic Commission for Africa (UNECA)

2.4.2 The participants in the PRS process and their appropriate type of participation

The actors with greatest stakes in the PRS process would be the central government agencies that lead the management and leadership of the PRS process and people in poor communities and their associations as the main potential beneficiaries, whose voices need to be amplified by participatory processes. However, a number of other actors such as local-level government personnel who will be directly involved to varying extents depending on how decentralised the system is in a given country; civil society organisations representing poor sectors (for example church leaders, trades' or farmers' unions, development NGOs) will be involved as intermediaries representing the voices of the poor; academic researchers and analysts as source of expertise and experience; politicians and political parties as the political representatives of the poor and non-poor; the communication media as information-brokers; and donor agencies and the non-poor whose direct participation may not be appropriate but the PRS

process overall should take account of their stake and seek to build their commitment to the process (McGee, 2000, 13).

As such, the sort of participation that is possible for different groups at different stages is information sharing which should happen throughout the process; the media have a key role to play as conduits and the government as convenor is responsible for providing the level and quality of information needed for informed participation to occur; consultation opportunities arise throughout analysis and strategy development; joint decision-making which implies right to negotiate the content of the strategy; and initiation and control by the stakeholders (McGee, 2000, 14).

2.4.3 The different interpretations of participation

In recent years, an increasing number of analyses of projects have shown that participation by local people is one of the critical components of success in irrigation, livestock, water, and agricultural sectors. The terms “people’s participation” and “popular participation” have now become part of the normal language of many development agencies. This has brought new dangers. The term “participation” has been used to justify the extension of state control and to build local capacity and self-reliance; it has been used for data collection and for interactive analysis. Participation has often centred on encouraging local people to sell their labour in return for food, cash, or materials. Yet these material incentives distort perceptions, create dependencies, and give the misleading impression that local people are supportive of externally driven initiatives. This means that “more often than not, people are asked or dragged into participating in operations of no interest to them, in the very name of participation” (Pretty & Vodouhê, 1997).

2.4.4 A typology of participation

The many interpretations of the term participation can be arranged into seven clear types (see Table 2-1). This range from passive participation, where people are involved merely by being told what is to happen, to self-mobilisation, where people take initiatives independent of external institutions. It is clear from this typology that the term participation should not be accepted without appropriate qualification. If the objective of development is to achieve sustainable development, then nothing less than functional participation should suffice (Pretty & Vodouhê, 1997).

Table 2-1 A typology of participation: how people participate in development programmes and projects

Typology	Characteristics of each type
Passive participation	People participate by being told what is going to happen or has already happened. It is a unilateral announcement by an administration or project management without any listening to people’s responses. The information being shared belongs only to external professionals.
Participation in information giving	People participate by answering questions posed by extractive researches using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings, as the findings of the research are neither shared nor checked for accuracy.
Participation by consultation	People participate by being consulted, and external agents listen to views. These external agents define both problems and solutions and may modify these in the light of people’s responses. Such a consultative process does not concede any share in decision making, and professionals are under no obligation to take on board people’s views.
Participation for material incentive	People participate by providing resources, for example labour, in return for food, cash, or other material incentives. Much on-farm research falls in this category, as farmers provide the fields but are not involved in the experimentation or the process of learning. It is very common to see this called participation, yet people have no stake in prolonging activities

Typology	Characteristics of each type
	when the incentives end.
Functional participation	People participated by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated social organisation. Such involvement does not tend to be at early stages of project cycles or planning, but rather after major decisions have been made. These instructions tend to be dependent on external initiators and facilitators, but may become self-dependent.
Interactive participation	People participate in joint analysis, which leads to action plans and the formation of new local institutions or the strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives and make use of systemic and structured learning processes. These groups take control over local decisions, and so people have a stake in maintaining structures or practices.
Self-mobilisation	People participate by taking initiative independent of external institution to change systems. They develop contacts with external institution to change systems. They develop contacts with external institutions for resources and technical advice they need, but retain control over how resources are used. Such self-initiated mobilisation and collective action may or may not challenge existing inequitable distribution of wealth and power.

2.4.5 Upward information flows

In the context of the PRS, policy-makers' need for a supply of good poverty information from people is evident. Information about the extent and depth of poverty among the population; regions; demographic or occupational groups most affected by it; and the nature of their deprivations is a vital input in the design of appropriate policy responses. In addition, periodic updating of this information – poverty monitoring – is required if poverty reduction strategies are to be relevant and effective over the medium and long term, as well as if government is to be accountable for delivering on its poverty reduction commitments (McGee, 2000, 26).

2.4.6 Monitoring poverty and policy

Participatory Poverty Assessments (PPAs) offer the scope for developing ongoing monitoring systems on the basis of periodic updating of the original PPA, possibly on a smaller scale or with a focus on a particular area for example capital city, sector for example agriculture, population group for example the elderly or dimension of poverty for example insecurity, governance. PPAs represent a collaborative relationship between government, civil society and other partners in a research process wherein research findings and additional outcomes can transform decision-makers' attitudes and practices, and policies themselves (McGee, 2000, 31).

For instance, in Uganda a key objective of the PPA is to monitor not only poverty trends but also poverty reduction policy effectiveness and relevance on a sustained basis over the coming years. This strategy is already contributing to a review and refinement of the Poverty Eradication Action Plan, in an effort to maximise its effectiveness. Consequently, if the national poverty reduction strategy is well-designed, participatory mapping of trends and priorities should reveal positive impact. If the strategy misses the point or has been outdated by changes in context, the mismatch between past policy foci and the Poor's immediate concerns should be revealed through participatory identification of priority policy areas (McGee, 2000).

2.4.7 Downwards information flows

The supply of information by decision-makers to prospective participants and interlocutors is a vital ingredient for enabling participation at all levels of policy process – to make constitutional democracy a reality, to allow advocacy organisations to perform their function of monitoring and influencing, and to make policy consultation exercises meaningful. Furthermore, addressing the need to inform people about rights, entitlements, government policies and processes will enable participatory process to happen, as well as contributing to the greater and more distant goal of empowering and improving the lives of poor people (McGee, 2000, 34).

2.4.8 Accounting to the poor

Participatory approaches have been used in the fields of governance and policy to enhance the accountability of state institutions and service providers to citizens and users. Mechanisms for securing accountability are particularly beneficial to the poor, given their relatively weak voice as voters or purchasers and users of services. Poverty Reduction Strategies (PRSs) will need to address accountability to the poor by: ensuring at the formulation stage that PRS reflects the needs and priorities of the poor; ensuring during implementation that mechanisms are developed and enforced whereby the poor can contain corruption and hold government and service providers accountable for delivery of policies and goods; and building into the design of continuous monitoring by poor people for the fulfilment of PRS commitments broadly (McGee, 2000).

2.5 Country Ownership of Strategies

In many countries, there is a significant problem of lack of ownership of strategies due to weak government leadership, time pressures, the need to respond to external requirements, development agencies wanting their own processes and identifiable projects, lack of transparency and accountability, and limited capacity to engage in the process (OECD, 2001).

As a result, despite the fact that country ownership of a poverty reduction strategy is paramount and ‘country’ refers not only to government but also to a wide cross-section of non-government actors, most strategic planning frameworks are perceived to be exclusively those of government or to be a rationalisation for external interventions. Thus, there is little sense of commitment by stakeholders in the private sector and civil society. For instance, many country planning frameworks are externally-driven as a consequence of conditionality and time pressure and results in a lack of co-ordination between different frameworks, and a tendency for responsibilities to be left to a particular government institution, which, can in turn, result in a lack of policy coherence and the alienation of others who might also have legitimate interests or could make important contributions. In order to increase country ownership and to minimise externally driven planning frameworks, it is crucial to build on strategies that already exist and to ensure the continued development and improvement of such strategies through monitoring and evaluation (OECD, 2001).

Furthermore, donors can help to create and maintain conditions conducive to national ownership including the necessary revisions of their own policies and practices, and a flexible interpretation of the Poverty Reduction Strategy Papers (PRSP) model according to country circumstances (McGee, 2000).

2.6 Summary

The World Commission on Environment and Development (WCED) defined sustainable development as “Achieving economic and social development in ways that do not exhaust a country’s natural resources”. In other words, improvements of life style and wellbeing should be balanced with the preservation of natural resources and ecosystems.

Therefore, to have a development that is sustainable decisions must be made in a manner where economic, social and environmental issues are integrated. If integration is not possible, trade-offs should be made. This means that one needs to look at let say, an economic policy impacts on social and environmental facets before taking decisions on economic policy so that sub-optimisation can be avoided.

In many countries, however, the responsibility for sustainable development issues has been given to environmental ministries and departments which are often among the weakest and least influential in governments. This results in hindering the necessary process of cross-sectoral policy integration.

In order to overcome this challenge and to achieve sustainable development it requires the transformation of governance. It also requires structural changes and new ways of working in all areas of economic, social and political life. For instance, pro-poor economic growth should be promoted and fiscal policies which negatively affect the poor or promote environmental damage should be reformed. Ensuring countries net wealth – i.e. natural, human made and human capital – remains constant or increases, countries need to make sure that market prices reflect the full social and environmental costs of production and consumption.

As such, sustainable development has important political, institutional and capacity implications. For instance, at the national and local level, sustainable development requires cross-sectoral and participatory institutions and integrating mechanisms which can engage governments, civil society and the private sectors in developing shared visions, planning and decision making. It also requires governments, corporations and development co-operation agencies to be open and accountable for their actions. More generally, economic planning and policy-making will have to become more participatory, prudent and transparent, as well as more long-term so as to respect the interests of future generations.

The reason why countries need a national strategy for sustainable development is that it is the way in which a country is addressing the challenge of progressing towards its goals of sustainable development as well as it is a method to overcome these challenges and achieve the sustainable development goals.

Sustainable development requires country specific approaches; because the relative priority given to the three pillars of sustainable development – i.e. economic, social and environment – will vary in individual countries, societies, cultures and situations, and over time. Sustainable development strategies require systematic approaches and continual process of learning and doing. Different strategic planning processes can be used as the starting point for sustainable development strategy. It is also important to adhere to basic strategic planning principles and to have in place a co-ordinated set of mechanisms and processes which ensure their implementation. Because these help countries to improve the existing strategies, avoid duplication, confusion, and straining their capacity and resources.

The key principles for sustainable development strategies are a people-centred approach, consensus on long-term vision; comprehensive and integrated environmental, social and economic objectives; realistic targets with clear budgetary priorities; priorities based on

comprehensive and reliable analyses; incorporate monitoring, learning and improvement; be country-led and nationally-owned; have high-level government commitment and influential lead institutions; be built upon existing processes and strategies; ensure effective participation; link national and local levels; and develop and build on existing capacity.

Mechanisms that contribute to a sustainable development strategy are communication and awareness raising; monitoring and accountability; information system that enables tracking trends, issues, and needs as well as research and analysis; strategic assessment of environment, economic and social; participation; negotiation and conflict management; prioritisation, planning and decision making; financial resources mobilisation and allocation; and change management as well as pilot activities.

As such, the concept of a strategy for sustainable development is that it is a strategy which integrates environmental, economic and social objectives during the planning phase so that policy contradictions can be rectified in a timely manner. In addition, it should be a strategy that shows this integration by demonstrating all these objectives' priorities, targets, budgets, monitoring and evaluation. Therefore, in order for the strategy to achieve integration, it should have political support, mechanisms which allow all stakeholders to be engaged in developing shared visions, planning and decision making, as well as mechanisms that promote communication and public awareness rising.

The National strategy for Sustainable Development (NSSD) in the developing nation's context is the same as the national strategy for poverty reduction (NSPR). This is because effective NSPR have common characteristics with effective NSSD in order to reduce poverty through development that is sustainable. Thus, whether they are called "NSSD" or "NSPR" they should be one and the same in the context of developing countries as long as the common characteristics of the strategy are followed.

Hence, the poverty reduction strategy (PRS) process that is organised as a policy cycle – i.e. analytical or diagnostic work, formulation, approval, implementation and evaluation, has a potential to change the nature of the development process; because at each stage, participatory approaches can add value to the process. Every three years, a new PRSP is supposed to be prepared either by revision or by developing a new one. This roll-over principle is one of the innovative elements of the PRS approach. The PRS is to be designed to provide the basis for an ongoing societal learning process about poverty reduction.

The participants in the PRS process are government, being the leader of the process; civil society organisations representing poor sectors such as religious leaders, trades' or farmers' unions, development NGOs should be involved as intermediaries representing the voices of the poor; academic researchers and analysts as source of expertise and experience; politicians and political parties as the political representatives of the poor and non-poor; the communication media as information brokers; donor agencies and the non-poor.

Participation has been given different interpretations. This range from passive participation, where people are involved merely by being told what is to happen, to self-mobilisation, where people take initiatives independent of external institutions.

If the poverty reduction strategy is to be relevant and effective over the medium and long term, it requires periodic updates of information. If government is to be accountable for and transparent in delivering its poverty reduction commitments, it requires periodic updates of information. This information encompasses the extent and depth of poverty among the

population, regions, demographic or occupational groups most affected by it; and the nature of their deprivations.

Decision makers should also provide this information to prospective participants to enable their participation at all levels of policy process as well as to allow advocacy organisations to perform their function of monitoring and influencing, as well as to make policy consultation exercises meaningful.

Thus, the participatory approach should be used to enhance the accountability of state institutions and service providers to citizens and users. Country-wide participation also allows a country to own the PRS rather than for it to be owned by the government or by external bodies. This, in turn, ensures that when a government is changed, the new government won't discard the strategy because it reflects all stakeholders' interests and needs. Besides, it is an ongoing process, thus, there is a better chance for the strategy to reflect on emerging issues in a timely manner.

However, despite PRS process being an ongoing process, the international debate on participation in this context is mainly focussed on participation on the way to the first PRSP. This implies that the emerging issues such as needs of the poor won't be addressed in a regular manner. Hence, PRS could fail to show the needs and priorities of the poor as well as there would be lack of transparency and accountability of state institutions and service providers to citizens and users. Other important factors regarding the PRS process are securing financial resources to ensure the implementation, monitoring and evaluation of the strategy and also its continuation; communication and awareness-raising should guarantee full participation by all stakeholders which in turn should give weight to the strategy and ensure its implementation.

Therefore, in order to overcome the shortcomings, a PRS can be evaluated based on strategic planning and sustainable development principles. These principles and the assessment criteria of PRS are found in Chapter three.

3 Assessment Criteria for Quality, Continuity and Effectiveness of PRSs

The purpose of this Chapter is to describe the criteria based on which Ethiopia's Sustainable Development and Poverty Reduction Programme (SDPRP) 2002 was assessed. It is in line with objective I and starts with an introduction. It presents the identified principles & criteria for assessing National Poverty Reduction Strategy's (NPRS) quality, continuity, and effectiveness. It then gives a description of how to apply these assessment criteria. It finally provides a summary of the issues presented in this chapter.

3.1 Introduction

Although the specific content of PRSPs will vary widely among countries, a PRSP should include four core elements – i.e. a description of the country's participatory process; a poverty diagnosis; targets, indicators, and monitoring systems; and priority public actions for the next three year horizon (World Bank, IMF, 2001).

The purpose of the assessment principles and criteria is to measure the degree to which a national process of strategic planning for sustainable development adheres to the five core principles. A limited number of criteria were given to each principle in order to make the process workable, timely and cost-effective. This assessment criteria, identified in section 3.2, are used to provide the basis of making a qualitative assessment of the quality of national poverty reduction strategy (NPRS) and the outcome of the application of the criteria should provide policymakers and other interested parties with a clear indication of the effectiveness of the planning process, allowing areas where improvement is needed to be identified (Cherp et al, 2004).

3.2 Principles and Criteria for Assessing NPRS

The following principles and criteria for assessing NPRS (see Table 3-1) were developed by academic institutions (i.e. Manchester University & Central European University) and were, in turn, based on United Nations (UN) principles for effective national sustainable development strategy; OECD principles of strategic planning for sustainable development; and United Kingdom Department for International Development (DFID) principles for sustainable development and poverty reduction strategy. It is academic and unbiased like institutional assessment principles and criteria which were designed to serve a specific purpose. For instance, the Joint Staff Assessment principles and criteria were prepared by the Staffs of the International Development Association (IDA) and the International Monetary Fund (IMF) in order to assess countries' PRSPs. The identified assessment principles and criteria, which will be applied to assess the Ethiopian PRS of 2002, used in many contexts and appeared to provide an appropriate tool for evaluating the quality, continuity and effectiveness of national strategy for sustainable development and poverty reduction (Cherp et al, 2004).

For instance, it was applied to assess Pakistan's national conservation strategy; Uganda's development policies and programmes; Belarus' national strategy for sustainable socio-economic development; and Slovak's sustainable development strategy. Besides, it was applied to ten cases of sustainability planning within the framework of integrated coastal area management (ICAM) in Croatia and Ukraine (Cherp et al, 2004).

Table 3-1 Assessment Principles and Criteria

Principles	Criteria	
A. Integration of economic, social, and environmental objectives	Criterion A1 – Integration	Strategic planning in the country is based on a comprehensive and integrated analysis of economic, social, and environmental issues, which clarifies links between the three spheres, resolves conflicts between them where practicable, and negotiates appropriate trade-offs where conflicts remain.
	Criterion A2 – social and poverty issues	Strategic planning in the country integrates poverty eradication, gender issues, and the short-term and long-term needs of disadvantaged and marginalised groups into economic policy.
	Criterion A3 – environmental and resource issues	Strategic planning in the country integrates the maintenance of sustainable levels of resource use and the control of pollution to maintain a healthy environment into economic policy.
	Criterion A4 – international commitments	Measures are in place to ensure compliance with international agreements which the country has entered into, on environmental and social issues.
B. Participation and consensus	Criterion B1 – involvement of stakeholders	The country’s processes of strategic planning, implementation, monitoring, and review include the participation of stakeholders, including government, decentralised authorities, elected bodies, nongovernmental and private sector institutions, and marginalised groups.
	Criterion B2 – transparency and accountability	The management of the country’s strategic planning processes is transparent, with accountability for decisions made.
	Criterion B3 – communication and public awareness	Measures are taken to increase public awareness of sustainable development, to communicate relevant information, and to encourage the development of stakeholder involvement in the strategic planning process.
	Criterion B4 – long-term vision and consensus	The country’s strategic planning processes are based on a long-term vision for the country’s development, which is consistent with the country’s capabilities, allows for short-term and medium-term necessities, and has wide political and stakeholder support.
C. Country ownership and commitment	Criterion C1 – high-level government commitment	The process of formulating and implementing the national strategy is led by government, with evidence of high-level commitment.
	Criterion C2 – broad-based political support	The country’s strategic planning process has broad-based political support.
	Criterion C3 – responsibilities for implementation	Responsibility for implementing strategies is clearly assigned to bodies with the appropriate authority.
	Criterion C4 – coordination with donors	The country’s strategic planning process is coordinated with donor programmes.

D. Comprehensive and coordinated policy process	Criterion D1 – build on existing processes	The national strategy for sustainable development is based on existing strategic planning processes in the country, with coordination between them, and mechanisms to identify and resolve potential conflicts.
	Criterion D2 – analysis and information	Strategic planning in the country is based on a comprehensive analysis of the present situation and of forecasted trends and risks, using reliable information on changing environmental, social, and economic conditions.
	Criterion D3 – realistic goals	The national strategy is based on a realistic analysis of national resources and capacities in the economic, social, and environmental spheres, taking account of external pressures in the three spheres.
	Criterion D4 – decentralisation	The country’s strategic planning processes embrace both national and decentralised levels, with two-way iteration between these levels.
E. Targeting, resourcing and monitoring	Criterion E1 – budgetary provision	The sustainable development strategy is integrated into the budget process, such that plans have the financial resources to achieve their objectives.
	Criterion E2 – Capacity for implementation	The sustainable development strategy includes realistic mechanisms to develop the capacity required to implement it.
	Criterion E3 – targets and indicators	Targets have been defined for key strategic economic, social, and environmental objectives, with indicators through which they can be monitored.
	Criterion E4 – monitoring and feedback	Systems are in place for monitoring the implementation of strategies and the achievement of their defined objectives, for recording the results, and for reviewing their effectiveness as strategies for sustainable development, with effective mechanisms for feedback and revision.

3.3 Applying the Assessment Criteria

The purpose of the assessment criteria detailed in Table 3-1 is to provide the basis of making a qualitative assessment of the quality of NPRS. The outcome of the application of the criteria should provide policy makers, and other interested parties with a clear indication of the effectiveness of the planning process, allowing areas where improvement is needed to be identified. In order therefore to determine to what extent each criterion has been met, the following qualitative scoring scheme was used (Cherp et al, 2004):

- A: All of the requirements of the criterion are fully met;
- B: All the requirements of the criterion are satisfactorily met, although some further improvements are desirable;
- C: Some requirements of the criterion have been satisfactorily or fully met, but others have not yet been satisfactorily met;
- D: Few of the requirements of the criterion have, as yet, been satisfactorily met.

3.4 Summary

The aim of the assessment principles and criteria is to measure the degree to which a national process of strategic planning for sustainable development and poverty reduction adheres to the five core principles identified in Table 3-1. Each principle consists of four assessment criteria that are taken together in order to provide the basis for an assessment of the particular principle. The reason for having a limited number of criteria is that to make the process workable, timely and cost-effective.

These assessment principles and criteria were developed by academic institutions and were, in turn, based on UN principles for an effective national sustainable development strategy; OECD principles of strategic planning for sustainable development; and UK's DFID principles for sustainable development and poverty reduction strategy. These criteria have been used in many countries to assess the quality, continuity and effectiveness of national strategy for sustainable development. The countries that used these assessment criteria are, for example, Slovak Republic to assess its sustainable development strategy, Belarus to assess its sustainable socio-economic development strategy, Pakistan to assess its national conservation strategy, Uganda to assess its development policies and programmes and Croatia to assess its sustainability planning within the framework of integrated coastal area management.

Applying these assessment principles and criteria can enable policy-makers as well as other interested parties to know the strategy quality and its effectiveness as well as areas that need to be improved. Thus, it can permit for timely rectifying strategy shortcomings and strengthening good areas of strategy.

Section 4.3 contains the results of the application of these criteria in assessment of Ethiopia's SDPRP 2002.

4 Assessment of Ethiopia's SDPRP 2002 Document

The purpose of this chapter is to assess Ethiopia's Sustainable Development and Poverty Reduction Programme 2002 against the criteria, described in chapter three. The chapter begins by describing the national poverty reduction strategy paper and then presents facts on Ethiopia. It presents the assessment results of Ethiopia's SDPRP 2002 process and the methods used to assess the strategy. It finally presents the criteria and the corresponding scores and remarks given on Ethiopia's SDPRP 2002, as well as it indicates the strengths and weaknesses of the strategy.

4.1 Introduction

National PRS is a short and medium-term strategy designed to guide implementation of the national long term development plan in a series of three-year rolling plans. This roll-over principle is one of the innovative elements of the PRS approach. It is designed to provide the basis for an ongoing societal learning process about poverty reduction (Eberlei, 2005).

Thus, Ethiopia formulated and adopted her final SDPRP document in July 2002 in order to implement the long-term vision of the country.



Figure 4-1 Map of Ethiopia and Surrounding Nations

Source: www.map.com, 2005

4.2 Facts on Ethiopia

Table 4-1 Facts on Ethiopia

GEOGRAPHY	
Location	Eastern Africa
Total area	1 127 127 sq km (Land: 1 119 683 sq km. Water: 7 444 sq km)
Climate	Tropical monsoon with wide topographic-induced variation
Terrain	High plateau with central mountain range divided by Great Rift Valley
Elevation extremes	Lowest point: Denakil Depression -125m. Highest point: Ras Dejen 4 620m
Natural resources	Small reserves of gold, platinum, copper, potash, natural gas, hydropower.
Land use	Arable land: 10.71%, permanent crops: 0.75% and other: 88.54% (2001)

Irrigated land	1 900 sq km (1998 est.)
Environment	Current issues: deforestation; overgrazing; soil erosion; desertification; water shortages in some areas from water-intensive farming and poor management. International agreements: party to Biodiversity, Climate Change, Desertification, Endangered Species, Hazardous Wastes, Ozone Layer Protection
PEOPLE	
Population	73 053,286
Population growth rate	2.36% (2005 est.)
Birth rate	38.61 births/1,000 populations (2005 est.)
Death rate	15.06 deaths/1,000 population (2005 est.)
GOVERNMENT	
Country name	Federal Republic of Ethiopia
Government type	Federal Republic
ECONOMY	
Agriculture:	Accounting for half of GDP, 60% of exports, and 80% of total employment.
GDP – composition by sector	<ul style="list-style-type: none"> ➤ Agriculture: 47%, ➤ Industry 12.4%, and ➤ Services 40.6% (2004 est.)
Population below poverty line	50% (2004 est.)
Labour force by occupation:	<ul style="list-style-type: none"> ➤ Agriculture and animal husbandry 80%, ➤ Industry and construction 8%, ➤ Government and services 12% (1985)
Agriculture products	Cereals, pulses, coffee, oilseed, sugarcane, potatoes, qat, hides, cattle, sheep, goats
Industries	Food processing, beverages, textiles, chemicals, metals processing, cement
Reserves of foreign exchange & gold	\$923.1 million (2004 est.)
Debt – external	\$2.9 billion (2001 est.)
Economic aid – recipient	\$308 million (FY00/01)
Currency	birr (ETB)
MILITARY	
Military expenditures dollar figure:	\$337.1 million (2004)
Military expenditures percent of GDP	4.6% (2004)

Source: Central Intelligence Agency, 2005

4.3 The Assessment Results of Ethiopia's SDPRP 2002 Process

4.3.1 Background

In 2002, Ethiopia prepared a Sustainable Development & Poverty Reduction Programme and submitted it to the World Bank and IMF in order to seek concessional loans. The submitted document was approved from the World Bank and IMF boards. Consequently, Ethiopia managed to borrow nearly \$6,307 million. Additionally, in November 2001, Ethiopia received nearly \$3 billion (in NPV¹⁰ terms) debt relief under the Highly Indebted Poor Countries (HIPC) initiative.

“The Ethiopia’s SDPRP 2002, which was sent to the World Bank and the IMF, was far from perfect. It was approved but with comments for needed strengthening here and there” said SDPRP & Donors Coordinator, UNDP

The SDPRP 2002 document claimed that there has been countrywide participation during the consultation process to prepare Ethiopia’s SDPRP 2002. This was confirmed by the joint International Development Association and International Monetary Fund (IDA-IMF) staff assessment paper of August 27, 2002. This paper states, *“The PRSP consultations have constituted an unprecedented participatory process”*.

The areas that the authors of the SDPRP document recognised as key sector development policies and strategies to reduce poverty were: Rural and Agricultural Development Policies and Strategies; Food Security; Pastoral Development; Road; Water Resource Development; Education; and Health. Environmental issues were recognised as being cross-cutting.

4.3.2 Methods used

The assessment criteria, presented in Chapter 3, were used to evaluate the SDPRP 2002 document. During this period, documents that include the 1997 Ethiopian Conservation Strategy 1997 and Environment Sector Capacity Need Assessment to Achieve MDG7 target 9¹¹ were also assessed in order to see if there is harmonisation among these three documents.

In addition, to fill in the gaps that were found in the SDPRP 2002 document during the assessment and also to strengthen the assessment results, the author conducted structured, open ended personal interviews for one and half months in Ethiopia. The interviews were conducted with 32 high-ranking officials and senior experts in various Ministries and Governmental Agencies, NGOs, Bilateral and Multilateral Donors, Economic Policy Research Institute, Private & Public Medias, Chamber of Commerce, Manufacturing Industries Association, and various UN agencies were performed during the summer of 2005¹². Interview questions and list of interviewees are found in Appendix 1 and 2 respectively.

The following sub-sections (i.e. 4.3.3 – 4.3.7) present the assessment results of Ethiopia’s SDPRP 2002.

¹⁰ Net Present Value

¹¹ MDG7 Ensure Environmental Sustainability, Target 9 Integrate the principle of sustainable development into country policies and programmes; and reverse the loss of environmental resources.

¹² It was very difficult getting appointment to conduct interviews especially in governmental ministries and agencies; because there were always unscheduled meetings taking place and the interviewees in these particular offices were not able to give specific times. As a result, the author of this thesis had to go, for instance, to one ministry many times in order to conduct the interview.

4.3.3 Integration of economic, social & environmental objectives.

This assessment principle means that sustainable development entails balancing the economic, social and environmental objectives of society in decision making. This involves consideration of the positive and negative economic, social and environmental consequences of policy changes, the identification of “trade-off” outcomes in which benefits in one or more spheres are accompanied by losses in other(s), and the implementation of appropriate mitigation measures to minimise the negative impacts. In particular, the attention to the ‘social’ pillar of sustainable development means that appropriate weight must be given to the needs of the poor and other disadvantaged or marginalised groups, in integrated policy decision-making (Cherp et al, 2004)

There was at least “formal” integration. But if one looks beyond the surface, there is no integration of economic, social and environmental objectives in Ethiopia’s SDPRP 2002 document; because various sectors that are recognized as poverty-oriented have prepared their own sectoral plans and sent them to the Ministry of Finance and Economic Development (MOFED) which is the sole institution responsible for the preparation of SDPRP. Thus, MOFED compiled the various sectoral plans into the SDPRP document – “*Sectoral Documents Integration*” rather than “*Sectoral Objectives Integration*”. So, since various sectors prepared their own policies without consulting with each other, the SDPRP 2002 document does not contain measures to avoid adverse impacts of one sector policy on the others.

This was confirmed by the interviewees working in the planning and programming of different sectors such as the water, road, health, education & agriculture. To mention just a few of them, Mr. Gulelat Birhane, Head of Planning & Projects Department of Ministry of Water Resources and also a focal person for the preparation of the SDPRP 2002 in the Ministry of Water Resources, said that the water sector strategy and development programme which is included in the SDPRP 2002 document was the existing water sector strategy and programme development. Because, the Ministry of Water Resources has had water policy as well as water sector strategy & development programme prior to the SDPRP 2002 and what was done during the preparation of the SDPRP 2002 is that the Ministry of Water Resources gave its water policy & strategy to Ministry of Finance & Economic Development and they just put it into the SDPRP 2002 document.

Regarding the questions, whether the SDPRP 2002 based on the previous development planning process and if there were conflicts between the existing strategy and the SDPRP 2002, as well as how these conflicts were solved, one of the interviewees answered as follows “*There was no conflict; because the SDPRP 2002 did not bring new policies or strategies that required integration and it was just copy and paste the existing strategy into SDPRP 2002 document*”.

Dr. Nejumedine Kedir, a focal person for the preparation of SDPRP 2002 in the Ministry of Health, said that the Health Sector Development Programme (HSDP), which is in the SDPRP 2002, is based on the previous policy and strategy of the Ministry of Health. This long-term Health Sector Development Programme was started in 1997 and was portioned into medium-term as follows: HSDPI 1997 – 2001, HSDPII 2002 – 2005 where SDPRP 2002 started, and HSDPIII 2005 – 2010. So, what the Ministry of Health did during the preparation of SDPRP 2002 was to send its HSDPII to the Ministry of Finance and Economic Development and they just put it into SDPRP 2002 document.

Ms. Beza Woldearegaye, an Economist at the Planning & Programming Division at Ethiopian Roads Authority and also a focal person for the preparation of SDPRP 2002 for Ethiopian Roads Authority, said that Road Sector Development Programme has been there since 1997 and what the Ethiopian Roads Authority did during the preparation of SDPRP 2002 was to give its Policy and Physical Planning for three years to the Ministry of Finance and Economic Development; they put that existing

policy & programme into the SDPRP 2002 document.

The sectors, found to be poverty-oriented, provided their existing plans for incorporation in the SDPRP 2002. So what is the point of having SDPRP if it doesn't facilitate to bring new plans that could be coordinated with the existing plans to strengthen the poverty reduction strategy and if it doesn't facilitate new ways of working together among the economic, social and environmental areas?

The lack of cross-sectoral cooperation certainly results in incurring social, economic and environmental costs that could be averted if there were work programme consultations among the sectors during the development of programmes and during implementation. This deficiency was not even recognized in the SDPRP document. Thus, there no mechanisms were developed to promote interagency cooperation in a continuous manner to avoid or minimize adverse impacts on economic, social and environmental development.

The strategy did not contain policy measures pertaining to adverse environmental impacts of key sectoral policies such as agricultural, road, rural electrification and telecommunication. For instance, under food security it was proposed that irrigation should be introduced in a significant way for a sustainable attainment of food security at the national level. However, there are no measures indicated in the strategy to protect the aquatic life, or approaches to avoid or reduce problems associated with mosquito breeding leading to malaria, salinization, soil compaction, etc when irrigating. This was an interview question directed to Ms. Aster Stephanos, Head of Planning & Programming Department at the Ministry of Agriculture & Rural Development, but she could not provide an answer for it but recommended the author to see the Team Leader of the Programme Design & Evaluation at the Ministry of Agriculture & Rural Development. Her argument for not being able to answer this question was that she was new in this Ministry and didn't know about this. This shows that there is no mechanism that ensures new employees learn what was done before and what is planned to be done.

However, following Ms Stephanos' recommendation, the author conducted an interview with Mr. Berhanu Woldemichael who is Programme Design & Evaluation Team Leader of Ministry of Agriculture & Rural Development. He said that there is a document called, "The Need for Coalition for Food Security Programme" where environmental mitigation measures are addressed. But this is not connected to SDPRP 2002 and would have been done anyway due to the draught that broke out in 2003. He added, by saying that small scale irrigation is done by the regions while large scale irrigation planning is done by the Ministry of Water Resources. This was confirmed by the Head of Planning and Projects Department of Ministry of Water Resources.

This raises the question of how capable the regions are in performing environmental impact assessment of small scale irrigation. The answer for this question is found in section 4.3.6

One of the interviewees said that "There is lack of public as well as government environmental awareness – Most people think environment is a luxurious issue. It was not even brought into the recent political debate by any of the various political parties".

Regarding environment & resource issues, the strategy pointed out environmental problems such as land degradation aggravated by soil erosion and loss of soil fertility, deforestation and overgrazing with their concomitant impact on the loss of bio-diversity, water resource degradation, as well as water pollution especially in urban and sub-urban areas and pollution brought about by reckless disposal of plastic bags. However, the strategy lacks measures designed to overcome environmental problems.

According to Mr. Aklog Laike, the Programme Officer at the Rural Development & Food Security of Swedish International Development Cooperation Agency (SIDA) in Ethiopia, environmental issues were not addressed very thoroughly in the first

draft and then donors reacted. That is why it was addressed in the final SDPRP of 2002 although still not adequately.

Regarding the relationships between the SDPRP 2002 and the Conservation Strategy (CS), no relationship was found between the two documents. This could be the reason why environmental integration into other policy areas was not recognised by SDPRP 2002 while it was recognised by the conservation strategy. For instance, although not adequately implemented, the Conservation Strategy of Ethiopia at least formulated strategies of cross-sectoral issues. These issues are:

1. Environmental impact assessment of policies, programmes and projects;
2. Environmental education and awareness, and human resource development;
3. Integration of social, cultural and gender issues in sustainable resources and environmental management;
4. Environmental economics, macro economic policy and national economic development;
5. Correcting market failures and avoiding policy failures;
6. Environmental information systems,
7. Environmental research for sustainable development;
8. Population growth & distribution, and its impact on natural resources;
9. People's participation in sustainable development and management of natural, human-made and cultural resources and the environment; and
10. Rural land and natural resource tenure and access rights.

“There were, theoretically, environmental impact assessments of projects, but in the ground I doubt if these were seriously taken, I am not sure and I don't think the government is worried about the environment. It doesn't, at least, look like it is; because there is a huge environmental threat with our current way of doing investments” said one of the interviewees.

Although the SDPRP 2002 did not recognize and thus did not embrace environmental work related to poverty reduction which has actually been carried out in the ground, there have been some initiatives taken from private people such as Ato Aberra Molla's project to clean up major cities and some research institutes such as the Technology Faculty of Chemical Engineering Department at Addis Ababa University in Addis Ababa. According to Dr. Tefera who is Chairman of the Chemical Engineering Department, this department has, for instance, performed some small projects in which they studied small service providing industries such as car repair companies' locally called “Garages” to document their negative impacts on the environment in order to help them take adequate measures to prevent more damage of the environment as well as to mitigate the already damaged environment. They have also found ways to develop useful energy from sugarcane (Ethanol) for cooking and so forth.

Another initiative which Ethiopia's SDPRP 2002 did not recognise is that the establishment of Cleaner Production Centre in March 2005. According to Mr. Gebeyehu who is the former Director of Cleaner Production Center and is now National Programme Coordinator of the United Nations Industrial Development Organisation in Ethiopia, this centre was established with the collaboration of UNIDO and the Ethiopian Science and Technology Commission. Since then, five industries (two Tanneries, two Breweries and one Textile company) have been certified under ISO 14001. As a result, these industries installed, among other things, waste water treatment plants.

The SDPRP 2002 actually created an opportunity to bring together the various sector policies and work programmes that were considered to be related to poverty reduction. It was a good opportunity to develop ways in which the different sector policies and work programmes can be coordinated. However, this opportunity has not been used; because the SDPRP 2002 has not put in place mechanisms that promote inter-sectoral cooperation as well as integration of

environmental, social and economic objectives. Besides, the strategy did not recognise the existing work, especially environmental work which is related to poverty reduction, that has been carried out by various bodies.

4.3.4 Participation and consensus

“Participation implies that it is a process through which stakeholders influence and share control over development initiatives and the decisions and resources that affect them.”
(Edgerton et al., 2000:2)

This assessment principle is one of the fundamental pre-requisites of sustainable development; because the involvement of non-governmental stakeholders in strategic planning strengthens the planning process by building broad legitimacy for the process (Cherp et al, 2004).

The SDPRP 2002 of Ethiopia is alleged to have been produced based on the result of a countrywide participation in consultation process and this was confirmed by joint staff assessment of IMF and IDA as follows: *“the PRSP consultations have constituted an unprecedented participatory process?”* (IDA & IMF 2002). However, from the interviews that were conducted in Ethiopia with 32 concerned high ranking officials and senior experts in various governmental and non-governmental organisations, the author learned that the process did not allow new issues to be brought into the discussion forum by individuals or groups since all issues were framed by the government. In addition, even though non-state actors were allowed to participate in the formulation process, their inputs and comments were not adequately incorporated into the document. Hence, consensus was not reached with all stakeholders. Besides,

“The consultations of the SDPRP 2002 were quiet weak. The government was not accepting comments that were not in its favour or part of the plan. Whether these comments came from donors or civil society, the government just disregarded any comments that were not compatible with its programmes” said one of the interviewees.

there were no developed mechanisms that permitted non-state stakeholders to continue participation in implementation, monitoring and evaluation of the PRS.

“As we were not involved in the SDPRP 2002 process, I don't quite know how the SDPRP 2002 emphasised the importance of local producers being competitive by considering environmental services to their production. To my knowledge however, there is no recycling and reusing scheme in Ethiopia. But what we do is that there is from time to time an open development partner's dialogue forum in which different issues are discussed” said the Secretary General of Ethiopian Manufacturing Industries Association

When it comes to the claim of country-wide participation, there are important associations like Ethiopian Manufacturing Industries Association which works closely with the Ministry of Industry; its participation is vital for poverty reduction as well as environmental protection, which did not participate at all. The author obtained this information during the interview with Mr. Asrat Abebe, Secretary General of Ethiopian Manufacturing Industries Association.

Besides, there are approximately 550 districts in the country, but only 117 districts participated during the consultation process. According to Mr. Getachew Adem Tahir, Head of Economic Policy & Planning Department at the Ministry of Finance & Economic Development, these 117 districts were selected based on criteria such as food in secured areas and areas that are prone to draught.

One of the interviewees from the private media said that during the preparation of SDPRP 2002 the government cooperated with the Inter Africa

Group which is an NGO to have workshops where different kinds of people such as the poor, intellectuals, politicians were gathered to discuss the SDPRP. *“However, we don't know what happened to the adoption, implementation, monitoring and evaluation of SDPRP 2002.”* He added by saying that the other setback is that after the formulation of SDPRP 2002 so many development initiatives such as the New Partnership for Africa's Development (NEPAD), MDGs, and more recently, under the Blair initiatives “Commission for Africa”, have been

introduced. This made it almost impossible for people to follow what happened to the SDPRP 2002; because people's attentions are preoccupied with all these development initiatives that have been coming after one another before achieving any of them. He posed the following question: *"Why didn't they (i.e. the International community) coordinate all of these development initiatives and then come with the coordinated one so that there won't be confusion, duplications and straining of resources?"* He added that, "the only common factor that they have is they address 'poverty'".

These shortcomings were also recognized in the literature review (McGee, R. et al 2002). It states that stakeholder participation, particularly of the poor in defining poverty and its causes and solutions, could play an important role in formulating effective poverty reduction strategies. However, ensuring that PRSPs are produced through high-quality participatory process, involving the representation of civil society in their implementation and monitoring poses a challenge to governments, donors and the development community at large.

Concerning transparency and accountability, as the issues that were consulted during the formulation of SDPRP 2002, were pre-selected by the government; consequently other issues that may have been equally important to reduce poverty were not brought for discussion. To have a framework which guides participation is advantageous in terms of saving time, giving structure for the discussion etc.. However, it needs to be designed in a way that allows new issues to be brought

up and discussed. The formulators of the SDPRP 2002 lacked such flexibility and thus the document is not open & transparent. Since non-state actors have only participated in the consultation process and the government controlled the adoption, implementation, monitoring and evaluation of the strategy, the government could be held accountable for the decisions that were taken.

One of the interviewees said that during the drafting of SDPRP 2002, it was transparent. But afterwards nobody knows what happened to the paper and to the money that was borrowed, etc...He added; "the reason why it was transparent during the drafting is that participation was one of the criteria of PRSP. Thus, the government

needed to fulfil this criterion in order to obtain the money from the World Bank & IMF."

Communication & public awareness of environmental issues was very limited. Although there is a biannual magazine in which the Federal Environmental Protection Authority disseminates environmental information, this magazine is provided exclusively to various institutions; as a result there is no chance for the general public to get this magazine. Secondly, even if they get it, it is only for those who can read since most people in Ethiopia cannot read and write.

In addition, there is no environmental programme on the radio and television, in a continuous manner, to raise people awareness of the current environmental issues to help them to be able to provide meaningful contributions when they participate in the poverty reduction programme. The only time the Media are used to disseminate environmental information is when there is an international tree plantation day, city cleaning etc.

"Due to the flow of uncoordinated development initiatives from the international community, most of us (the Ethiopians) working in various areas just know the names of these initiatives and don't know what they are and what their principles are" said one of the interviewees

"Media covered the SDPRP 2002 in detail during the formulation process. But during the implementation, monitoring and evaluation, I don't know and don't think if more things have been done" said one of the interviewees.

"Although information was available, 80% of Ethiopians are illiterate and they don't understand the meaning of the World Bank PRSP, but they are able to express their needs if we communicate with them in a plain language. The way we communicate with our people now is not scientific as we don't communicate with them in the language they understand. For example, in Uganda how they made their people aware of HIV/AIDS was not by telling them Sex is not good, but they told them in different ways such as song, drama, and so on" said one of the Interviewees.

One of the interviewees pointed out that, although there is a private magazine called “Poverty Reduction” which could increase people’s awareness of different development issues, we have only 30 000 copies which is not enough for 70 million people. We cannot use either radio or television because there is no private radio and television in Ethiopia. Although, the law in private radio & television was passed six years ago, it was not implemented until now.

Concerning the long-term vision, the SDPRP 2002 is unclear and there is no time horizon. This deficiency was admitted by the Head of Economic Policy & Planning Department at the Ministry of Finance & Economic Development. He said that SDPRP 2002 was done without specifying the long-term vision, but the new SDPRP 2005 is now based on MDGs and we are preparing a 10 year plan which is comprehensive.

“The SDPRP 2002 was a learning process both for the government, donors, civil society and anyone else involved in it” said SDPRP & Donors Coordinator, at UNDP

Regarding consensus, non-state stakeholders, such as NGOs, private business community, inputs and recommendations were not well incorporated in the strategy. Secondly, there is no developed mechanism that allows these non-state stakeholders continuous participation in the implementation, monitoring and evaluation of the strategy. Thus, there was no consensus.

The government was fully involved in the process. For instance, during the consultation process, officials in the federal level, especially from Ministry of Finance and Economic Development which is responsible for coordination of SDPRP, were holding workshops in various regions and districts together with local government officials. The author obtained this information from various interviewees including the Head of the Information and Public Relations Department at the Ministry of Information and the Head of the Economic Policy & Planning Department at the Ministry of Finance and Economic Development. However, the process of the development of the SDPRP 2002 did not allow new issues to be brought to the discussion forums and it was not open & transparent. It did not have mechanisms that enabled non-state actors to continue participation in the implementation, monitoring as well as evaluation. SDPRP 2002 did not develop mechanisms that increase public awareness of environmental issues as well as to communicate relevant information in order for informed participation to occur.

4.3.5 Country-ownership & commitments

This assessment principle implies that the planning processes and targets should be based on a country’s own perception of what constitutes its national strategy for sustainable development. Even when the development of strategy is nationally led, it may not become embedded in actual planning processes if there is insufficient commitment to it at those levels of government which are the most influential in defining those processes (Cherp et al 2004).

“The government initially said that it is essentially government plans and development. However, the CSOs participated in the consultation process due to the fact that international institutions, such as the World Bank, put pressure on the government” said one of the Interviewees.

The SDPRP 2002 process was led by the government. Non-state actors were asked to participate in the consultation process. Some interviewees said that civil society doesn’t generally believe that the SDPRP 2002 formulation process was really participatory due to the fact that their inputs were inadequately captured and also the government didn’t create a mechanism to let civil society organisations to participate in steering committee. These people believe that there were no genuine commitments to engage them.

The Head of Economic Policy & Planning Department at the Ministry of Finance & Economic Development explained the structure as follows: The structure in the national level for formulation, implementation, monitoring and evaluation of SDPRP 2002 is that there is a

steering committee, which is contributed from various ministries. It has 14 members, and a technical committee with membership from the same ministries. These committees are chaired by the Ministry of Finance and Economic Development.

The literature review provided additional information that country ownership of a poverty reduction strategy is paramount and “country” refers not only to government but also to a wide cross-section of non-government actors (OECD, 2001). However, the SDPRP of Ethiopia was perceived to be exclusively the government of Ethiopia. According to Mr. Jemal M. Omar who is Senior Economist at the World Bank Office in Addis Ababa, the World Bank sees country ownership in the context of government versus external bodies. As such, as long as the strategy is a home grown strategy whether government owns it or both government and non-governmental actors own it, the World Bank considers the strategy as being country driven.

“The SDPRP 2002 didn’t go through the parliamentary process. But this time (i.e. SDPRP 2005) donors want it to be discussed by parliament before it is sent to the World Bank and IMF” said one of the Interviewees.

Regarding broad based political support, most interviewees said that the process didn’t go through the parliamentary process. However, some said that it had gone through the parliamentary process. For instance, the Head of Planning and Projects of Ministry of Water Resources said that there was a three-day working group meeting and the parliament was invited and approved the document. It was a public and open endorsement. The Head of the Economic Policy & Planning Department of Ministry of Finance & Economic Development said that the process was parliamentary.

Regarding responsibility for implementation and coordination with donors, responsibilities for implementation of the strategy were assigned exclusively for government ministries and agencies. Consequently, the implementer ministries and agencies are responsible. Regarding environmental objectives implementation, there were no assigned bodies that implement environmental objectives. As a result, there were no environmental targets and indicators stated in the strategy.

Donors have been very active in the SDPRP 2002 process and Development Assistance Group (DAG) provides financial support. According to one of the interviewees, donors didn’t agree on the land tenure issue and they are still dialoguing with the government about this issue.

The SDPRP 2002 was at least not owned by external bodies such as the World Bank or by any donors. It was a home grown strategy. However, it was not owned by the country but by the government; because non-state actors were not fully involved in the entire process and as well as their inputs were not adequately included. Hence, responsibility for implementation of the strategy was given to governmental organisations. There is disagreement between interviewees whether the SDPRP 2002 went through the parliamentary processes or not.¹³ SDPRP 2002 was to a large extent coordinated with the donors programme. It also facilitates donors that support specific programmes to monitor its progress. However, there have been issues, such as land tenure, that are not still resolved between the government & DAG¹⁴.

¹³ Interviewees from non governmental organisations such as development agencies and civil society organisations said that the SDPRP 2002 did not go through parliamentary processes, but interviewees from the ministries said that it went through the parliamentary processes.

¹⁴ The author obtained this information from interviewees among multilateral and bilateral donors.

4.3.6 Comprehensive & coordinated policy process

This assessment principle means that: (1) an effective strategy must be based on reliable information and draw on valid analyses of the likely outcomes of chosen strategy options; (2) NSSD or NSPR should not be seen as separate planning processes, but rather represent the adaptation of existing processes; and (3) an effective strategic planning process should allocate specific means and responsibilities to the most appropriate bodies at the national, regional, or local levels.

The SDPRP 2002 was based on the existing sectoral planning processes – “*Existing planning process versus integration*”. Regarding analysis and information, the Central Statistical Authority (CSA) disseminates information on Ethiopia’s socio-economic development every five years. However, when the SDPRP 2002 was prepared, environmental analysis was not made. According to Mr. Ababu Anage Zeleke, Head of Ecosystem Department at the Ethiopian Environmental Protection Agency (EPA), the EPA was not participating during the formulation process SDPRP 2002. The environmental issues presented in the strategy were prepared by the Ministry of Agriculture and Rural Development. He added that the state of the environment report which updates environmental conditions does not reflect the entire country’s environmental status since the report is constrained by lack of environmental information and communication technology from the district to the federal level.

Some of the economic and social development goals are not realistic due to the following reasons:

- ✚ Lack of institutional capacity, especially in the regional & district levels; and
- ✚ Some of the financing of these goals comes from external sources and it can be stopped at any time.

For instance, the Head of Planning & Projects Department of the Ministry of Water Resources said that the main problems that were found in the implementation of the water development programme are:

- ✚ The flow of financial resources were below the targets;
- ✚ The human capacity that absorbed the work was not the same as it was thought during planning; and
- ✚ The donors pledged money during the planning phase, but they were not able to give the money as they promised for different reasons. For instance, since the World Bank and the African Development Bank (ADB) were expecting money from donors, they were not able to make the pledged money available. This in turn delayed the implementation of the planned projects.

“The problem now is decentralisation. Although the idea of it is good, but to do it in haste as the government is currently doing will have adverse impacts in the whole development process. For instance, the government did not study well the situation whether or not there is enough capacity available at the regional and district levels – how come you give work and responsibility for incapable people? It is well known that there is a lack of capacity in different areas and this deficiency is not yet overcome” said one of the interviewees comment.

The Head of Planning & Projects Department of the Ministry of Water Resources concluded by saying: “*the plan is not realistic from all sides – i.e. the World Bank, ADB and Ministry of Water Resources*”.

Ms. Woldearegaye, an Economist at the Planning and Programming Division of Ethiopian Roads Authority, said that the problem with maintenance of roads is lack of technical capacity and not the fund. Because the fund is generated from road users and fund is available.

Regarding decentralisation, it is an outcome of the adoption of a federal system of government in Ethiopia and the SDPRP links to federal and district priorities and actions. However, a two-way iteration between these levels was limited. Because at the district level, there is a big capacity problem which hinders the two way iteration. This deficiency was also recognised by the government. Subsequently, the Ministry of Capacity Building was established in order to build up the public sector up to district level. There was expenditure granted from the World Bank for capacity building. Due to the lack of capacity in the regional and district levels, decentralisation has not yet materialised.

The SDPRP 2002 was based on existing strategic planning processes. However, it did not analyse the rural and urban environmental situations of the country despite the fact that environmental sustainability and regeneration are critical to reversing the cycle of poverty and food insecurity. Ethiopia continues to suffer from severe soil erosion, deforestation and concomitant drought conditions as well as pollution & lack of sanitation. Some of the goals are not realistic because there are lacks of financial resources as well as the technical capacity, especially, in regional and district levels. This lack of technical and institutional capacity in the regional and district levels has made the decentralisation process to not be fully implemented.

4.3.7 Targeting, resourcing & monitoring

This assessment principle is concerned with the measurement and monitoring of development outcomes.

For the key development areas, budget estimation and allocation is made. However, some of the financial resources are coming from external sources, and as a result the achievement of the objectives can not be assured. Regarding the environment, there were no targets and priorities set, as well as no allocations of budgets for environmental objectives – i.e. for improving, protecting and conserving the environment.

According to the Head of Ecosystem Department at the Ethiopian Environmental Protection Authority, budget for environmental programmes is coming from external sources such as the Global Environmental Fund (GEF) for implementing conventions that Ethiopia signed and ratified, United Nations Environment Programme (UNEP), and Norwegian government is serving as Chief de fille. “Chief de fille” means to assist African countries to mobilise resources from the developed nations. He added by saying that proclamation for the establishment of environmental fund is drafted and submitted to parliament to be endorsed. It will be endorsed next year (Ethiopian Calendar).

Regarding the capacity for implementation, as mentioned in the previous sections there is a general lack of capacity for implementation of programmes. This was confirmed through various interviewees. Although the strategy underscores that one of the priority areas of action is to strengthen the regulatory and institutional capacity in environment and development, it did not clarify the mechanism by which this capacity could be strengthened and also who will implement this capacity strengthening and/or to monitor its progress.

Regarding monitoring and feedback, for sectors that are recognised as key sectors such as health, education, road, agriculture, rural electrification & telecommunication, the strategy clearly specified targets, indicators and implementing agencies. Each sector sends its own annual report or semi annual report to the Ministry of Finance and Economic Development so that they can compile it into one report. This report is called Annual Progress Report (APR) of SDPRP 2002.

However, the environmental monitoring and feedback system was not planned in the strategy. According to the Head of Ecosystem of EPA in Ethiopia, one of the mechanisms that the EPA currently uses to monitor sectoral environmental performance is through sector environmental reports. But, in the future, when the environmental law is implemented, each sector will have an environmental unit which allows the EPA to monitor and control as well as to give feedback.

The SDPRP 2002, to some extent was integrated into the budget process, for instance, sectors that were considered to be poverty-oriented such as health, education, rural electrification, road and agriculture. However, some of the financial resources were coming from external sources and timely provision of money for the implementation of programmes was not assured. The strategy did not incorporate environmental indicators, targets and budgets for the implementation of the environmental objectives. The strategy did not develop mechanisms to monitor the progress of the environmental policies and programmes which influence the well-being of the poor. In addition, the SDPRP 2002 did not identify implementing agencies of the environmental programmes.

4.4 Assessment Criteria, Qualitative Scores & Remarks on the assessment results of Ethiopia's SDPRP 2002

Using the following qualitative scores¹⁵, the total score (See Table 4-2) is given to each principle¹⁶ in Ethiopia's SDPRP 2002. Each principle has four criteria and the total score of a principle is derived from these four criteria's scores. Hence, to indicate the extent to which each criterion has been met, the following scores were used:

A: All requirements of the criterion were fully met.

B: All requirements of the criterion were satisfactorily met, although some further improvements are desirable.

C: Some requirements of the criterion were satisfactorily or fully met, but others have not been satisfactorily met.

D: Few requirements of the criterion were satisfactorily met.

Table 4-2 Assessment Criteria, qualitative Scores of each criteria & Remarks on the assessment results of Ethiopia's SDPRP 2002

Principles	Criteria and Scores				Remarks
	1	2	3	4	
A. Integration of economic, social & environmental objectives	D	B	D	C	Sectoralised planning with no integration. No economic & social policy measures for adverse environmental impact. Although the environment is presented as a cross-cutting issue, in reality it is treated as a sector within the responsibility of Ministry of Agriculture.
	<i>Total score = C⁻</i>				
B. Participation and consensus	C	C	C	D	No mechanisms which enabled non-state actors to be engaged in implementation, monitoring and evaluation of the poverty reduction strategy. Dissemination of information regarding environmental issues was very limited and thus people awareness and understanding of these
	<i>Total score = C⁻</i>				

¹⁵ Experience of quality assessment in environmental assessment strongly suggests that the use of a nonnumeric ranking procedure is superior to the use of numbers, which encourage misleading and inappropriate averaging or summing of scores (Cherp et al, 2004)

¹⁶ See section 3.2. The principles and criteria for assessing National Poverty Reduction Strategy

Principles	Criteria and Scores				Remarks
	1	2	3	4	
					issues is too low to make meaningful participation in this possible. There is lack of capacity to absorb, especially in regional and district levels. The long-term vision is unclear.
C. Country-ownership and commitments	C	C	B	B	High-level government involvement. Neither the public nor the external bodies, but the government owns the SDPRP process. Responsibilities for implementation of the strategy were assigned exclusively for government ministries and agencies. However, the process is primarily owned by the Ministry of Finance and Economic Development.
	Total score = C⁺				
D. Comprehensive and coordinated policy process	B	D	C	C	No environmental analysis was made, as there was lack of adequate environmental information of the country. Some of the goals of the strategy are not realistic as there is lack of capacity both in financial and human resources as well as institutional capacity. The latter is very pronounced in the regional and district levels. The document does not contain effective measures that promote the decentralization process.
	Total score = C				
E. Targeting, resourcing and monitoring.	C	D	C	C	Allocation of budget is lacking especially for environmental objectives. No environmental targets, priorities and indicators shown in the strategy. The strategy monitors & evaluates governmental organizations socio-economic performances. No sectoral environmental performance monitoring system by EPA or other bodies is included in the strategy.
	Total score = D⁺				

The areas of strength of the SDPRP 2002 include, among others:

- (1) It is a home grown strategy - i.e. no external bodies were interfering in the formulation of the strategy;
- (2) It is based on the existing planning processes;
- (3) It recognises the need for capacity building and envisions measures that enable the decentralisation process to be materialised;
- (4) It is coordinated with donors' programmes; and
- (5) It assigns implementing agencies with indicators, targets and priorities as well as allocation of budgets for some poverty-oriented goals.

However, there are many areas that need to be improved, including:

- (1) Cross-sectoral cooperation and integration of environmental issues into economic and social objectives and this should be based on sound environmental analysis;
- (2) Sustainability of natural resources management as well as relevant environmental indicators, targets and strategies;
- (3) Developing mechanisms that enable non-state actors to continue participation in the implementation, monitoring and evaluation of the strategy at least the same level as they participated in planning;

(4) Developing and implementing public awareness-raising and communications mechanisms;
and

(5) Ensuring that a thorough analysis of the financial and human resources and the institutional capacity required to achieve the goals is achieved on a regular bases.

Thus, the SDPRP 2002 has a number of strengths and weaknesses. The next question is to which extent these are influencing the real actions of development actors. Chapter five seeks to answer this question by exploring the translation of the SDPRP 2002 into practice of the energy sector planning and operation.

5 The effects of SDPRP 2002 in Energy Sector

The purpose of this Chapter is to determine to what extent Ethiopia's Sustainable Development & Poverty Reduction Programme 2002 has had an impact on the energy sector in terms of thinking, planning and operation. This chapter presents the background of energy in Ethiopia; followed by the criteria used to select the energy institutions in Ethiopia. It also presents the institutions selected & the interview questions. Finally, it presents the results of the interviews

5.1 Background

Ethiopia possesses enormous indigenous energy resources. If these resources are utilised in a sustainable manner, energy will play an important role in the socioeconomic transformation of the society (ENSED¹⁷, 2003).

In Ethiopia, the household sector is the major consumer of energy accounting for about 89% of the overall energy consumption. The country's energy consumption is 95.6% from biomass (traditional sources) and only 4.4% from modern sources (Petroleum products & electricity) (PAJS¹⁸, 2002).

According to the Sustainable Utilisation of Natural Resources for Improved Food Security Programme: Energy which is a joint project by German Technical Co-operation and Ministry of Agriculture & Rural Development, about 200,000 ha of forest cover is lost annually (See Figure 5-1), forecasted fuel wood demand for 2005 is 6 times the sustainable supply (demand is 68.5 million m³ and the sustainable supply 10.4 million m³), 2 billion m³ of top soil is lost annually due to erosion (of which 10% is lost irrecoverably) (See Figure 5-2), and farm yield potential is reduced by 2% annually.



Figure 5-1 Deforestation is one of the Biggest Environmental Threat in Ethiopia
Source of picture: Mo.ARD/GTZ brochure

¹⁷ Ethiopian Network for Sustainable Energy Development (ENSED)

¹⁸ Professional Associations' Joint Secretariat – Proceedings of Energy Conference 2002.

Note: Figure 5-1 shows how serious deforestation is in Ethiopia. If actions such as reforestation, adequate land use management and sustainable use of fuel wood by promoting alternative fuels such as wind & solar energy are not taken now, the poverty level will be more than it is now. Besides, it undermines the global efforts to tackle global warming as well as to conserve biodiversity.



Figure 5-2 The Loss of Top Soil due to Erosion in Ethiopia
Source of picture: Mo.ARD/GTZ brochure

Note: Due to the rapid rate of deforestation in Ethiopia, the top soil is eroded enormously. As a result, farm yield potential is reduced and the numbers of people that are exposed to food insecurity are increasing.

However, the SDPRP 2002 only recognises and has targets, budget estimations and allocations for rural electrification. Other energy resources such as biomass and petroleum products were overlooked by the strategy despite their importance in reducing poverty. For instance, 95% of the energy supply in Ethiopia comes from the biomass resources, which is currently being demanded at about five times its supply. Unsustainable consumption and heavy loss of biomass means loss of agricultural land and destruction of the environment that supports the livelihood of the rural population and the wildlife (ENSED, 2003). Despite all these, the SDPRP 2002 did not place emphasis on biomass conservation as well as on modern biomass utilization technologies such as improved biomass stoves. In addition, it did not make thorough analysis on the connection between poverty and environment. Because if poverty problems have environmental roots, and vice versa, so also are the solutions linked.

5.2 The Criteria Used to Select the Energy Institutes, the Selected Institutes and the Interview Questions

The author selected six institutes that currently work with energy in Ethiopia. The selection was based on the energy resource available in Ethiopia and the institutes deal with these energy resources, namely Biomass, Petroleum Products and Electricity. The concerned person in one of the selected institutes, which is called the Ethiopian Rural Energy Development and Promotion Centre, did not have time for the interview and thus no interview was conducted there.

However the following five energy institutions, where interviews were conducted with concerned high-level officials, are from the three energy resources that are available in Ethiopia:

1. The Ethiopian Electric Power Corporation (EEPCo) is the only company that deals with power generation, transmission, distribution and sales of electricity all over the nation;
2. The Ethiopian Petroleum Enterprise (EPE) is the sole fuel importing public entity;
3. The Ministry of Infrastructure (MOI) deals with the supervision and coordination of Construction, Transport, Communication and Energy sectors.
4. The Joint Rural Energy Project of the Ministry of Agriculture & Rural Development (MOARD) and the German Technical Cooperation (GTZ) - Household Energy & Protection of Natural Resources. This project deals with household energy efficiency by providing improved biomass stoves; and
5. The Addis Ababa University, Faculty of Technology, Chemical Engineering Department deals among other things with renewable energy such as ethanol.

The interview questions that were asked include:

1. What was/were the planning and operation of your department or institute before the SDPRP 2002 adopted?
2. Are there changes in your planning, thinking and operation after the adoption of the SDPRP 2002? In other words, did the SDPRP 2002 affect the planning, thinking and operation of your department or institution? If yes, how it affected? If not, why not?

5.3 The Results of the Interviews

Although some of the energy institutions' people knew or heard about the SDPRP 2002, it seemed to have no direct effects on their thinking, planning or upon their operations. However, most of these institutions' work has been, by default, directed toward poverty reduction.

For instance, the Ethiopian Electric Power Corporation (EEPCo) has been installing electricity in rural towns well before the adoption of the SDPRP 2002. One of the reasons is that the government strategy, since 1994, has been Agricultural Development Led Industrialization (ADLI). Thus, the focus has been upon rural development. As a result, rural electrification is directly linked with poverty reduction; consequently the workers or those who implement the institutional strategy don't know or don't think about the SDPRP when they are doing their work.

However, since 2002, the target to install electricity was increased from 20 000 customers to 200 000 customers per year, at the same time increases in the budget were made to make it possible for them to reach their target. According to Mr. Jelale Shafi who is the Manager of the Marketing Division in EEPCo, the target for the next five years is to increase the

installation of electricity to 50% from 15%, which is the actual figure. The World Bank considered this plan very ambitious and unreachable and thus it is reluctant to provide loans or grants. But the Ethiopian government is providing the money and is confident about achieving this target by 2010.

Secondly, According to Mr. Samson Tolossa, the Manager of the Joint Rural Energy Project of the Ministry of Agriculture & Rural Development (MOARD) and the German Technical Cooperation (GTZ), they have only been using SDPRP 2002 to legitimise their work as well as to sell their ideas and arguments. Consequently, the SDPRP 2002 did not making any changes in their thinking, planning, and operations. He also added by saying that although the SDPRP

One of the interviewees said that "I heard there are some programmes about SDPRP somewhere but we do not do anything regarding that".

2002 is poor in content regarding energy, in the ground the energy work which started before the SDPRP 2002 has always been performed. Because the rural energy project with which he is working is to promote household stoves which are applicable for biomass usage. In addition, about 85% of the population live in rural areas and these people use biomass for cooking and baking. So, the project is mainly promoting rural household energy efficiency improvements. The government focus has been on rural development since 1994. As such, The SDPRP 2002 didn't make any changes in their work.

There was a similar view regarding the effect of SDPRP 2002 from Mr. Mengistu Teferra who is the Head of Strategic Planning Department of the Ministry of Infrastructure. He said that the SDPRP 2002 didn't appeal in his Ministry's planning and operations. Rather the Agricultural Development Led Industrialisation (ADLI) strategy appeals to them. Because, according to him, they got used ADLI and it is also directed to poverty reduction. He concluded by saying that we do poverty reduction without consciously thinking of applying the SDPRP; we are still thinking or having in mind the ADLI, which is rural focused. In this way we have been working on rural electrification.

According to Mr. Esayas Fisseha who is an economist in the Management Information System Service of the Ethiopian Petroleum Enterprise which is owned by the government, the petroleum enterprise conducts its planning and operation as usual and the SDPRP 2002 did not change anything in their thinking, planning and operation. He added by saying that "the enterprise has always been importing petroleum products and distributes and sells these products at the price that is set by Ministry of Trade and Industry".

Let alone the poor who don't have income, I who am a high level government employee cannot afford to use electricity for cooking and baking due to its high tariff, said one of the interviewees

Hence, not only do the general employees not know about SDPRP, even the people who are working in the planning and strategy development of the enterprise like Mr. Fisseha don't know about it. However regarding the environment, Mr. Fisseha said that the enterprise sells Kerosene in a cheaper price for households than airline companies. Because according to Mr

"Now we don't have anything in our planning and operations that includes the SDPRP, but by default we play a role in contributing to poverty reduction; because to have electricity for lighting, cooking and baking allows people, especially women to use time for income generating activities rather than using time for looking for fuel wood. Electricity also promotes the commercial sector, agro-industry etc...The environment is protected from deforestation – All these contribute to reduce poverty" said one of the interviewees.

Fisseha, households use kerosene for cooking and this in turn avoids the use of biomass especially wood. He added that the petroleum enterprise wanted to help people to shift from the use of biomass to the use of kerosene, and currently in big cities such as Addis Ababa, Nazareth, and Dire Dawa many people are using kerosene.

Finally, the last interview was conducted with Dr. Nurelegne Tefera who is Asst. Professor and Chairman at the Chemical Engineering Department of the Technology Faculty at Addis Ababa University regarding the effects of the SDPRP 2002 in their work especially in relation

to energy. He added that “we don’t think of the SDPRP when we are working, planning and so on”. He also said that “the SDPRP has no effects when they revised curricula. Because the revision of curricula is based on demand. For instance, if there is demand for preservation mechanism for perishable vegetables then the curricula are revised accordingly.” Thus, the SDPRP 2002 has no effects in their work, but they are working, among other things, on renewable energy such as biogas and ethanol.

Chapter 6 provides analytical discourse of the literature review and the cases presented in Chapters 4 & 5 while Chapter 7 provides conclusions and recommendations.

6 Analysis

The purpose of this Chapter is to apply the theoretical perspectives presented in Chapters two and three to the Ethiopian case and to analyse the situation presented in Chapters four¹⁹ and five²⁰. This chapter begins in making analysis of the results of Ethiopia's SDPRP 2002 of each assessment principle (See Table 3-1). It then analyses on the effects of the SDPRP 2002 on the Ethiopian Energy Sector.

6.1 Integration of Economic, Social & Environmental Objectives

Literature review: Sustainable development requires integration of economic, social and environmental objectives of a society. The integration can be made possible through mutually supportive policies and practices, and where it is not possible trade-offs should be made. However, sustainable development has often been interpreted narrowly as an environmental issue and as a result the responsibility for sustainable development issues has been given to environmental ministries and department. This department is often amongst the weakest and least influential in government. This has hindered the necessary process of cross-sectoral policy integration. This is actually applicable for the Ethiopian case.

The Ethiopia case: In Ethiopia's SDPRP 2002 although environment was presented as crosscutting issues and also not prepared by Ethiopian Environmental Protection Authority, in reality it was treated as a sector within the responsibility of the Ministry of Agriculture & Rural Development. In addition, various sectors that were recognised as poverty-oriented sectors such as health, education, road, agriculture and water prepared their own sectoral plans without consulting with each other and sent their plans to the Ministry of Finance & Economic Development (MoFED) in order for the various sectoral plans to be consolidated into the SDPRP 2002. As such, the SDPRP 2002 does not contain measures to avoid adverse impacts of one sector policy on the other. Besides, for environment & resource issues although the strategy stated the prevailing environmental problems, it did not show measures that solve these problems. Thus, the SDPRP 2002 did not give prominent attention to the environment despite the fact that the urban and rural environment is deteriorating due to deforestation, soil erosion, lack of proper toilets, and pollution.

Although Ethiopia has so many development issues that should come to the fore, environmental issues are also equally important in order to promote sustainable development and poverty reduction.

6.2 Participation & Consensus

Literature review: The actors with greatest stakes in the PRS process would be the government that lead the management and leadership of the PRS process and people in poor communities and their associations (i.e. civil society organisations representing poor sectors for example church leaders, trades' or farmers' unions, development NGOs) as the main potential beneficiaries, whose voices need to be amplified by participatory processes. And also a number of other actors such as academic researchers and analysts as source of expertise and experience; politicians and political parties as the political representatives of the poor and

¹⁹ The assessment results of Ethiopia's SDPRP 2002 process. This assessment is based on the established principles and criteria to assess national poverty reduction strategy, found in section 3.2.

²⁰ The effects of SDPRP 2002 on energy sector. This information was obtained from interviews with 5 energy institutions in Ethiopia.

non-poor; the communication media as information-brokers; and donor agencies and the non-poor whose direct participation may not be appropriate but the PRS process overall should take account of their stakes and seek to build their commitment into the process. As such, the sort of participation that is possible for different groups at different stages is information sharing which should happen throughout the process. The media should have a key role to play as conduits while government as convener is responsible for providing the level and quality of information needed for informed participation to occur; consultation opportunities should arise throughout analysis and strategy development; joint decision-making which implies right to negotiate the content of strategy should be ensured; and initiation and control by stakeholders should be ensured. Some of these issues are applicable to the Ethiopian case.

The Ethiopian case: The government was leading the SDPRP 2002 process and consultation was carried out at various times in district, regional and federal levels. The consultation process as well as the adoption of the strategy took one year. Out of about 550 districts of the country, 117 selected districts participated in the consultation process. The participants were community leaders, farmers and women at the grassroots level with the presentation of donors as observers during the consultation process. At that period, a maximum of three days workshops were given to discuss the issues that were framed by the government. At the regional and federal levels the participants were high-ranking officials, sector regional bureaus, prominent people, media, religious leaders, representatives of the donor community, NGOs, professional associations, and the business community. However, the decision on the content of the strategy was not jointly taken by the government as well as by non-state actors. It was taken solely by the government. Thus, non-state actors and the government did not reach consensus. In addition to this, a mechanism was not developed to allow non-state actors to continue participation during the implementation, monitoring and evaluation phases of the strategy.

6.3 Country-ownership & Commitments

Literature review: In many countries, there is a significant problem of lack of ownership of strategies due to weak government leadership, time pressures, the need to respond to external requirements, development agencies wanting their own processes and identifiable projects, lack of transparency and accountability, and limited capacity to engage in the process. As a result, despite the fact that country ownership of a poverty reduction strategy is paramount and ‘country’ refers not only to government but also to a wide cross-section of non-government actors, most strategic planning frameworks are perceived to be exclusively those of government or to be a rationalisation for external interventions. Thus, there is little sense of commitment by stakeholders in the private sector and civil society. Furthermore, donors can help to create and maintain conditions conducive to national ownership including the necessary revisions of their own policies and practices, and a flexible interpretation of the Poverty Reduction Strategy model according to country circumstances. These issues are to some extent applicable to the Ethiopian case.

The Ethiopian case: There was enough time for the preparation of the SDPRP 2002, there was strong government leadership and high involvement of government and there were no external bodies’ interference. Thus, it was a home-grown strategy. However, for the SDPRP 2002 to be owned by ‘country’ it requires full participation of non-state actors in the whole process. But non-state actors’ inputs were not adequately included. As a result, the SDPRP 2002 is owned neither by the public nor by the external bodies. It is exclusively owned by the government. This could be due to limited capacity of non state actors, especially the poor, to engage in the process or it could be due to lack of transparency and accountability from the government side. The latter can be, at least, proved that the strategy did not have the mechanism that enabled major stakeholders such as the private sector and civil society to

engage continuously in the poverty reduction process – i.e. analytical or diagnostic work to prepare for PRS formulation – (i.e. covering both analysis of poverty, and institutional and budget analysis); formulation; approval; implementation; and impact assessment or evaluation. Hence, there is little sense of commitment by non-state actors such as private sector and civil society. Regarding donors, some of them have not been making money available for timely implementation of programmes. Some donors came with conditions during implementation of the programmes instead of making the money available that they pledged during the preparation of the programme. This results in postponing the implementation because the implementation time is used to fulfil in the conditions. These conditions may require two to three years to be satisfied and three years is one PRSP cycle. Hence, some donors did not fully align their programmes with the SDPRP 2002.

6.4 Comprehensive & Coordinated Policy Process

Literature review: The national strategy for sustainable development is based on existing strategic planning processes in the country, with coordination between them, and mechanisms to identify and resolve potential conflicts. The strategy is based on a comprehensive analysis of the present situation and of forecasted trends and risks, using reliable information on changing environmental, social, and economic conditions. The national strategy is based on a realistic analysis of national resources and capacities in the economic, social, and environmental spheres, taking account of external pressures in the three spheres. The country's strategic planning process embraces both national and decentralised levels, with two-way iteration between these levels. These conditions are, to some extent, applicable in Ethiopia's SDPRP 2002.

The Ethiopian case: The SDPRP 2002 was based on the existing planning processes. There were no new plans, which corresponded with the prevailing situations, developed and coordinated with the existing planning processes. Existing planning versus integration. The strategy was not based on comprehensive analysis of present and forecasted environmental conditions. Some of the goals are not realistic because the strategy did not take into consideration the financial and human resources as well as institutional capacity that are not in reach. For instance, some of the financing is coming from external sources, and there is obvious inadequate institutional capacity and inadequate human resources especially in the regional and district levels. The SDPRP processes link federal and district priorities and actions but there is not a two-way iteration due to lack of institutional capacity at the district level.

6.5 Targeting, Resourcing & Monitoring

Literature review: The sustainable development strategy is integrated into the budget process such that plans have the financial resources to achieve their objectives. The strategy incorporates realistic mechanisms to develop the capacity required to implement it. Targets should be defined for key strategic economic, social and environmental objectives with indicators through which they can be monitored. In addition, systems are in place for monitoring the implementation of strategies and the achievement of their defined objectives, for recording the results, and for reviewing their effectiveness as strategies for sustainable development with effective mechanisms for feedback and revision. These criteria are not fully applicable in Ethiopia's SDPRP 2002.

The Ethiopian case: Some of the programmes in the SDPRP 2002 have been integrated into the budget process. They have targets, and indicators. However, some of the programmes, such as the environment, did not have allocated budget, targets, and indicators. As a result, there were no indicators through which environmental objectives can be monitored. No

adequate mechanisms are included to develop the capacity required to implement the strategy. The monitoring of the strategy is carried out through the Annual Progress Report. Each sector sends its biannual or annual report to the Ministry of Finance and Economic Development. This ministry consolidates the various sectors reports into one report which is called the “Annual Progress Report”. This report is then discussed with all stakeholders including donors in order to give feedback and to make revisions. However, the monitoring system only allows monitoring the socio-economic performance of governmental organisations. The SDPRP 2002 did not develop environmental performance monitoring system.

6.6 The Effects of SDPRP 2002 on the Energy Sector

The impacts of the SDPRP 2002 on the energy sector are very minimal. Almost all of the interviewees in the various energy institutions, which deal with energy resources (i.e. Biomass, Electricity & Petroleum Products), said that the SDPRP 2002 did not change their way of thinking, planning and operations. However, the rural energy project that deals with household energy efficiency and sustainable use of natural resources by promoting improved biomass stoves has been using the SDPRP 2002 to sell its ideas and arguments. This could be due to the fact that the strategy overlooked the various energy resources. Besides, the strategy did not make comprehensive analysis of the relationship among energy, poverty and environment. As a result, various energy institutions did not participate in the formulation process of the SDPRP 2002 as well as implementation. This shows that participation in the poverty reduction strategy process did not fully involve citizens. In addition, the process did not develop a system for communicating the poverty reduction plans with all stakeholders including government officials and non-governmental actors.

7 Conclusions and Recommendations

7.1 Conclusions

The aim of this thesis was to explore the extent to which the Ethiopian Sustainable Development and Poverty Reduction Programme (SDPRP) 2002 has been effective in promoting sustainable development, especially in relation to environmental issues. Hence, the thesis had the following objectives that have been achieved as documented in Chapters three, four, five and six:

- I. To identify criteria for evaluating PRS quality, continuity and effectiveness.
- II. To evaluate Ethiopia's SDPRP 2002, especially in relation to environment, against the established criteria by examining:
 - a The process of the SDPRP 2002 development, adoption & implementation;
 - b The content of the SDPRP 2002; and
 - c The effects of the SDPRP 2002 on the Energy sector.
- III. To provide recommendations on how Ethiopia should proceed to develop and implement its next SDPRP in a more effective manner.

The criteria for evaluating national poverty reduction strategy quality, continuity & effectiveness, established in this thesis, are based on five sustainable development and strategic planning principles. Each principle has four criteria (See Table 7-1).

Table 7-1 Sustainable Development & Poverty Reduction Strategy Assessment Principles & Criteria

Principle A- Integration of economic, social and environmental objectives	Criterion A1 – Integration
	Criterion A2 – Social and poverty issues
	Criterion A3 – Environmental & Resource issues
	Criterion A4 – International Commitments
Principle B – Participation & Consensus	Criterion B1 – Involvement of Stakeholders
	Criterion B2 – Transparency and Accountability
	Criterion B3 – Communication and Public Awareness
	Criterion B4 – Long-Term Vision and Consensus
Principle C- Country Ownership & Commitments	Criterion C1 – High-Level Government Commitment
	Criterion C2 – Broad-Based Political Support
	Criterion C3 – Responsibilities for Implementation
	Criterion C4 – Coordination with Donors
Principle D – Comprehensive and Coordinated Policy Process	Criterion D1 – Build on Existing Processes
	Criterion D2 – Analysis and Information
	Criterion D3 – Realistic Goals
	Criterion D4 – Decentralisation
Principle E – Targeting, Resourcing and Monitoring	Criterion E1 – Budgetary Provision
	Criterion E2 – Capacity for Implementation
	Criterion E3 – Targets and Indicators
	Criterion E4 – Monitoring and Feedback

Methods Used:

The SDPRP 2002 was evaluated against these criteria using SDPRP 2002 document; Conservation Strategy of Ethiopia 1997 document; and Environment Sector Capacity Need Assessment to Achieve MDG7 target 9²¹, 2004 document. In addition, personal interviews were conducted for one and half months in Ethiopia with 32 concerned high-level officials and senior experts in various governmental Ministries & Agencies, NGOs, Private & Public Medias, Bilateral & Multilateral Donors, Chamber of Commerce, Economic Policy Research Institution, Manufacturing Industries Association, and various UN agencies. This was done to achieve objective II.a-b.

For objective II.c, personal interviews were conducted with 5 concerned high-level officials from five energy institutions in Ethiopia. The selection of these energy institutions was based on the energy resources that are available in Ethiopia. These resources are Biomass such as fuel wood, agricultural residue, and dung; Petroleum Products such as gasoline, kerosene, diesel oil, and LPG; and Electricity.

For objective III, literature review; evaluation results of documents, include SDPRP 2002, Conservation Strategy of Ethiopia 1997, and Environment Sector Capacity Need Assessment to Achieve MDG 7 target 9 of 2004; results of personal interviews; observations; Annual Progress Reports 2002/3 – 2003/4 of SDPRP 2002; donors comments on SDPRP 2002; NGOs & business community recommendations; and IDA & IMF's joint staff assessment results of SDPRP 2002, were used..

The process of Ethiopia's SDPRP 2002 adoption, implementation, its contents and its effects on the energy sector

Principle A: Integration of Economic, Social & Environmental Objectives

In Ethiopia, in various directions, environmental work has been carried out. For instance, governmental establishments of the federal and regional Environmental Protection Authorities; the formulation of National Environmental Policy; ratification of 10 environmental conventions; private people initiatives such as Ato Aberra Molla's Project to clean up major cities; the establishment of Cleaner Production Centre; and the opening of post graduate programme in environment. If these environmental works were recognised by SDPRP 2002, it could have been an ample opportunity to develop mechanisms that allow the implementation of these environmental initiatives and enhance them further. However, the SDPRP 2002 did not contain these environmental initiatives and alike.

Ethiopia's SDPRP 2002 made formal integration of sectoral plans. However, if one looks beyond the surface, there was no integration of economic, social and environmental objectives. The strategy contains sectoral planning with no integration. This deficiency of cross-sectoral cooperation, which results in incurring social, economic and environmental costs, was not even recognised in the strategy. Consequently, the costs that could be averted if there were work programme consultations among the various sectors prior to implementation

²¹ MDG7 "Ensure Environmental Sustainability". Target 9 "Integrate the principle of sustainable development into country policies and programmes; and reverse the loss of environmental resources".

were not prevented. Thus, there were no measures taken and mechanisms developed to promote interagency cooperation in a continuous manner in order to avoid or minimise adverse impacts on economic, social and environmental development.

Principle B: Participation & Consensus

During the preparation of Ethiopia's SDPRP 2002 consultation was carried out from the district to the federal levels. The participants were all kinds – i.e. civil society, community leaders', women, academicians, politicians, elderly, youth, business society, journalists and prominent people. However, although PRSP is meant to provide the basis for an ongoing societal learning and action process on poverty reduction, the Ethiopian SDPRP 2002 was mainly focused on participation during the consultation process and does not seem to have multi-stakeholder participation, now during the implementation phase.

Ethiopia's SDPRP 2002 did not contain information sharing system that should happen throughout the process in order to enable different group of participants to engage at different stages of the process. In addition, the media has not been adequately disseminating information regarding the SDPRP 2002 issues to raise awareness and thus to create informed participation. Government has the responsibility to provide the level and quality of information that enables informed participation to occur.

Regarding the long-term vision, the SDPRP 2002 is based on sectoral plans and strategies. Some of the sectors have their own long-term plans while the SDPRP 2002 contains these sectors short and medium term plans. There is no clearly defined national long-term plan and time-horizon which would enable one to judge whether these SDPRP 2002 elements could lead to the realisation of the long-term plan.

Principle C: Country Ownership & Commitments

The government has been very much involved in the SDPRP 2002 process. There were no external bodies' involved. The strategy is a home-grown strategy. However, the involvement of non-state actors was limited to the consultation process. Even that was not open and transparent as the issues were pre-selected by the government and it did not allow for new issues, which could be equally important in reducing poverty, to be brought into the discussion forums.

As a result, Ethiopia's SDPRP 2002 could be considered government-driven as it has not adequately captured the non-governmental actors' inputs as well as there are no mechanisms that ensure non-governmental stakeholders to continue participating in implementation, monitoring and evaluation of the strategy. It clearly assigned responsibilities for implementation of the strategy to the governmental ministries and agencies.

Regarding the environment, since there are no targets and priorities, the strategy did not assign implementing agencies. Besides, environmental objectives are not financed from recurrent budget and thus, there is no strong political commitment.

Ethiopia's SDPRP 2002 allowed donors to be fully engaged and it was partnership-oriented. However, donors' programmes have not been fully aligned with the SDPRP 2002.

Principle D: Comprehensive & Coordinated Policy Process

Ethiopia's SDPRP 2002 was based on existing strategic planning process. However, it did not bring new planning process that could be integrated into the existing planning process. "Existing planning process versus integration of new planning process".

Secondly, the SDPRP 2002 did not make comprehensive analysis. Because, present environmental situations were not thoroughly analysed using reliable information. Hence, analysis on environment – poverty linkage was not adequately done.

Not all goals are realistic due to the financial and human resources, as well as institutional capacity limitations especially in the regional and district levels. For the environment, the strategy did not contain budget estimations and allocations to implement the environmental objectives.

Decentralisation is one of the strategy programmes and thus, the strategy holds both national and decentralised levels. But, there was not two-way iteration between these levels due to low capacity at the district level.

Principle E: Targeting, Resourcing and Monitoring

The SDPRP 2002 has targets and budgets for economic and social objectives that are found to be key development programme such as education, health, road, and rural electrification although some of the financing are coming from external sources which do not ensure timely implementation of programmes. The monitoring mechanism that was established is the Annual Progress Report. Each sector sent its biannual or annual report to Ministry of Finance and Economic Development, which is the sole institution responsible to prepare SDPRP. This ministry then consolidated each sector report into one report which is called "Annual Progress Report" and disseminated it to all stakeholders including donors, the World Bank and IMF. Feedback has been given based on this annual progress report.

When it comes to the environment, the strategy lacks environmental priorities, targets and provision of budget. Subsequently, there is no mechanism that ensures environmental performance monitoring and feedback. In addition, there are no clearly assigned bodies to implement environmental objectives.

Ethiopia's SDPRP 2002 effects on Energy Sector

Access to affordable, clean and sustainable energy services is a pre-requisite for sustainable development and poverty reduction. Energy resources especially biomass are used for cooking and baking by the majority of the Ethiopian people especially in rural areas. Using biomass for cooking and baking in unprotected ways causes respiratory infections, eye diseases and fire accidents as well as is very inefficient.

In addition, using fuel wood in unsustainable ways causes deforestation which leads to land degradation, soil erosion, desertification, losses of biodiversity and so forth. These have major consequences such as food insecurity and losses of income generation, where women time that could be used to generate income is spent in looking for fuel wood, dung or agricultural residues.

Despite all these facts, the Ethiopia's SDPRP 2002 only refers to rural electrification as a poverty reduction measure. Other energy resources such as biomass and petroleum products were not recognised.

Ethiopia's SDPRP 2002 translation into practice on the energy sector is very minimal due to that (1) the strategy did not develop an information system where by communication can flow smoothly in all directions; and (2) the strategy is poor in content when it comes to energy. As such there is no energy programme, except rural electrification, embraced by the strategy. Even the rural electrification programme, which the strategy mentioned, had been Ethiopian Electric Power Corporation's programme before the adoption of the SDPRP 2002. So, although the SDPRP 2002 did not bring any changes in these energy institutes thinking, planning and operation, they have been, by default, working towards poverty reduction.

In conclusion, the principles used for assessing Ethiopia's SDPRP 2002 are based on sustainable development and strategic planning principles. These principles are: integration of economic, social and environmental objectives; participation and consensus; country-ownership and commitments; comprehensive and coordinated policy process; and targeting, resourcing and monitoring. Each principle has four criteria which help one to detect the areas in which a principle has strengths and weakness so that it clarifies which area needs to be improved and which one needs to be strengthened.

If policy makers followed these principles to evaluate their strategies, they would be able to rectify shortcomings. In addition, they would be able to find the strengths that a strategy has so that they could enhance it further.

Existing strategy processes versus new strategy processes. If the SDPRP doesn't combine both strategies' processes in a coordinated manner, there won't be integration of different objectives such as environment, social and economic. Thus, it won't bring new ways of working in all areas of economic, social, environment, cultural and political life.

The contents of SDPRP 2002 were not adequate because (1) environmental issues were not adequately covered; and (2) energy, except rural electrification, was overlooked. Additionally, the effectiveness of the strategy is questionable since there is an obvious lack of sufficient and timely financing arrangements, knowledge, institutional capacity and skills, and also there are no effective mechanisms that ensure non-state actors participation in the implementation, monitoring and evaluation of the strategy.

SDPRP 2002 needs to do more in identifying the root-causes of poverty, especially its linkage with environment and thus to increase environmental awareness of different policy makers such as social and economic; different level of government officials and institutions that are executing different policies, as well as the general public to participate and provide meaningful contributions for its development.

Therefore, Ethiopia's SDPRP 2002 requires many improvements in the areas where the strategy was found to be weak in order to fully satisfy the quality, effectiveness and continuity required by sustainable development & strategic planning principles.

7.2 Recommendations

The purpose of these recommendations is to help improve the sustainable development and poverty reduction strategy of Ethiopia. These recommendations can be used by all concerned

parties including the government, non-governmental actors, media, donors, and international financial institutes. Models of countries mentioned as examples below should be replicated with due attention to the Ethiopian context and to Ethiopian circumstances that enabled it.

Integration of economic, social and environmental objectives

*“Integrate the principle of sustainable development into country policies & programmes, and reverse the loss of environmental resources”
(MDG7, Target 9)*

Integration of Social, Environmental & Economic Objectives

For example, the European Commission Environmental Integration manual¹ could be used to guide integration of environmental issues into other policy areas in practice. This manual was developed to promote the EC’s development cooperation with developing countries so that they can integrate environmental issues into their poverty reduction strategies. The manual offers advice on tools such as country environmental profiles (CEPs); strategic environmental assessments (SEAs) at the policy and sector programme levels; and environmental impact assessment (ELAs) at the project level. The manual also includes procedures for policy formulating of aid, and implementation of projects linked to potential environmental impacts and mitigation measures (F.C. 2001).

The strategy should contain environmental objectives and the relevant targets and responsibilities giving them an emphasis equal to economic and social objectives. Environmental implications of all economic and other policies should be explicitly assessed and, when necessary, those policies should be adjusted.

Similarly to economic and social measures, environmental measures should take into account and build upon the existing initiatives, both within and outside the state sector, especially those addressing both poverty and the environment. For instance, the cleaner production centre addresses the economic, social and environmental aspects by promoting the application of an integrated preventative environmental strategy to the entire production and service cycle to increase overall efficiency and reduce risks to humans and the environment. In addition, the private initiatives such as Ato Aberra Molla project which promotes cities cleaning and creates jobs for the

Participation & Consensus

For example, to increase informed participation in Ethiopia the Tanzania experience, among others, can be used as a model. In Tanzania, collaboration between Tanzanian civil society and donors has led to the production of ‘Tanzania without poverty: A plain-language guide to the PRSP’. This helped to simplify and to expose the complex policy message to inform the public about the PRSP. The document describes itself as a contribution to realising the government’s commitment to ‘seek fuller representation of the poor and other stakeholders in the implementation, monitoring and evaluation of the poverty reduction strategy’. It provides actual PRSP targets, explaining them and putting them into context; it also gives an overview of the history of policy-making in Tanzania to show how the current approach has evolved; and ends with a section on ‘What the Big Words Mean’, where economic policy jargon is unpacked for ordinary people. Liberally illustrated with appealing cartoons, it was produced in English and several national languages, and was distributed throughout the country by Coca-Cola. (McGee et al, 2002).

unemployed young people.

Participation and Consensus

*“Consultation can sometimes slow decision-making down, but it is essential in order to win consensus.”
(McGee et al, 2002)*

The SDPRP should have mechanisms that allow continuous participation by non-state actors during implementation, monitoring and evaluation. Participation by non-state actors should go beyond mere consultation as well as beyond satisfying IFI requirements. The government should provide adequate information on the development issues, especially the environment, in order to create informed participation. Media should be used to communicate this information throughout the process – i.e. pre-formulation, formulation, implementation, monitoring and evaluation. The information should be

provided in a language that is understandable.

Regarding long-term vision, actions have already been taken by the government²² – i.e. Unlike the SDPRP 2002, which lacked long-term vision, the 2nd phase SDPRP 2005, which starts now, will be based on MDGs and has a 10 year development plan. This proves that the roll-over principle of PRS allows for an ongoing societal learning process whereby shortcomings are identified and thus enable to rectify them. Since this deficiency is already rectified, no further recommendations are given on this particular finding.

The SDPRP should be based on broad consensus among all stakeholders so that its implementation and monitoring would be ensured.

Ethiopia's SDPRP can develop participatory budgeting like the Women's Budget Initiative in South Africa where citizens engage in debate and consultation to contribute to defining the balance of expenditures, investments, priorities and uses for state resources. Participatory budgeting allows people to understand how the budget process works, how money is allocated, where it goes and for what purpose. This in turn, promotes anticorruption initiatives as well as transparency.

Country-Ownership and Commitments

If the strategy is to be owned by the country, there should be broad and deep stakeholder participation in formulation, implementation, setting programme priorities, resource allocation, monitoring and evaluation. The issues should not be framed by the government in advance as that makes participants focus only on the preset issues and to overlook other issues which could be vital for poverty reduction. This can be achieved through:

- ✚ Ensuring that the strategy process goes through the parliamentary process in a thorough manner;
- ✚ Building community capacity in different development areas, such as the environment, that can enable them to provide meaningful inputs; and
- ✚ Continuous media and strategic communication, using plain-language communications to disseminate information on PRS throughout the country, including remote areas, so that people can be able to participate throughout the process.

Donors need to provide financial or technical support in a timely fashion that enables strategy implementation. Donors need to shorten the lengthy financing procedure which sometimes takes more than three years, that is the time span of one PRSP. In addition, when they establish conditions, they have to be realistic and so that fulfilment of conditions doesn't take much time, which could be used for implementation, of the implementing agencies. Thus, donors should align or harmonise their financing cycles with PRSP's planning cycles.

Country-Ownership & Commitments

Rwanda's experience can also be taken as an example for Ethiopia. In Rwanda, there is a participatory process called "Ubedebe" which is the traditional Rwandan cultural practice and value of working together to solve problems and has been adopted in the PRSP process as a means by which 9,000 cellules (households) use participatory approaches to produce priority rankings and community development plans with a strong degree of community ownership and a stress on the local people's control over implementing and monitoring them (McGee et al, 2002).

²² This information is obtained during the interview with the Head of Economic Policy & Planning Department at the Ministry of Finance and Economic Development of Ethiopia. This Ministry is the sole coordinator of SDPRP.

Comprehensive & Coordinated Policy Process

The strategy should be based on comprehensive analysis where root causes of poverty are identified including, for example, environment and poverty linkage (See Figure 7-1). This can be done in different ways, for instance, by:

- ✚ Developing information sharing systems which enable to track down past and present trends of environmental, economic and social conditions of the country in a continuous manner (cf. in a manner similar to the Welfare Monitoring System but addressing environmental issues as well);
- ✚ Updating data on environmental, social and economic conditions;
- ✚ Introducing local analyses of environment-poverty linkages through rapid rural appraisal in sample communities or similar techniques;
- ✚ Ensuring availability of data for policy-makers and others; and
- ✚ Ensuring translation of data to make good analysis of the determinants.

*The **Welfare Monitoring System** embraces Household Income Consumption and Expenditure (HICE) and Welfare Monitoring Survey (WMS). The HICE is conducted every five years mainly to provide data on the levels, distribution and pattern of household income, consumption, and expenditure which can be used for analysis of changes in the living standard (poverty) of household overtime for various socio-economic groups and geographical areas. It provides information on the consumption of food and non-food items, household expenditure, payments, receipts and income, and household characteristics such as family size and composition, education, and occupation. The WMS is conducted every year mainly for the purpose of assessing the non-income dimensions of poverty such as the status of education and health. It provides extensive information on the different dimensions of poverty and welfare such as access to education and health facilities, achievements in education, and underlying asset bases of the poor and on the opportunities available to households. (Ethiopia Country Position Paper, 2003)*

International Financial Institutes such as the World Bank, IMF should give more attention to environmental issues among other things when assessing PRSPs in order to determine the root causes of poverty as well as to make economic development compatible with protection of the environment. Because these institutions are well equipped with experts who may be lacking in Ethiopia and who could be able to provide adequate technical support that enables policy makers to take measures for adverse environmental impacts. These measures need to be included in the SDPRP document.

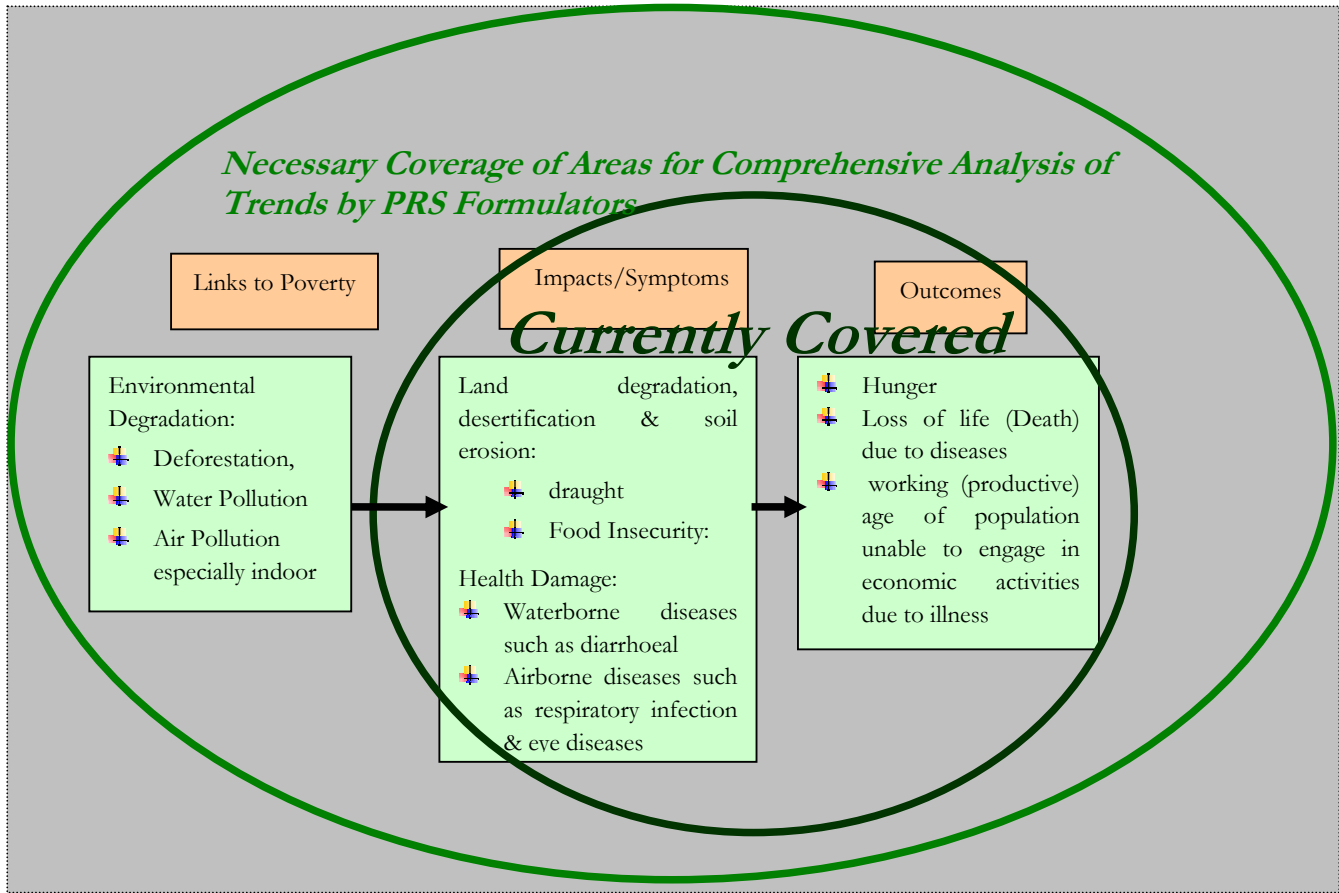


Figure 7-1 Example of Environment – Poverty Linkages to Identify Root Causes of Poverty

Source: The author of this thesis, 2005

Note: Figure 7-1 is designed to show that the SDPRP 2002 was not based on a comprehensive analysis due to the fact that the analysis just covered the areas of symptoms/impacts and outcomes. However, the necessary coverage of the areas of analyses by the formulators of the SDPRP for reducing poverty should cover beyond the symptoms in order to identify the root causes of poverty.

The strategy should have realistic goals by cross-examining the human and financial resources and institutional capacity that are needed to implement the environmental, social and economic goals within the specified time frame.

Targeting, Resourcing and Monitoring

The SDPRP should embrace economic, social and environmental objectives, targets and indicators. The strategy is then integrated into the budget process to ensure objectives have the financial resources so that they can be implemented. For instance, environment sector capacity needs assessment to achieve MDG7 target 9, which was prepared by the Environmental Protection Authority in December 2004, can be used to see the environmental programme for the coming 10 years and the budget needed to implement the programme. This should be included in the sustainable development and poverty reduction strategy.

The SDPRP should develop mechanisms which ensure non-state-actors participation in the monitoring, feedback as well as revision of the strategy in a manner that is continues.

Increasing Impacts of the SDPRP on the Energy Sector

Ethiopia's SDPRP should adequately address all energy resources such as biomass, petroleum products and electricity, and should develop communication and awareness raising mechanisms so that governmental officials and other non-state actors, engaged in energy development, will be able to know and synergistically integrate their planning and operations into the strategy.

For instance, the strategy should recognise rural energy development programmes such as promoting household energy efficiency through, for example, improved biomass stoves (See Photo). Table 7-2 shows impacts of improved household energy.



Figure 7-2 Improved Biomass Stove Improves the Kitchen Environment, in the Ethiopian Context.

Source of picture: MoARD/GTZ brochure

Note: Figure 7-2 shows a woman baking traditional Ethiopian bread which is called "Injera" and it shows that improved biomass stoves reduce indoor air pollution which, in turn, leads to less respiratory infections and chronic bronchitis, less eye diseases and less fire accidents. This enhances the quality of life due to the fact that the kitchen environment is improved and there is convenience and comfort. It is also more energy efficient.

Targeting, Resourcing & Monitoring

For example, Ethiopia can promote Participatory Poverty Assessments (PPAs) like Uganda where the key objective of the PPA is to monitor not only poverty trends but also policy effectiveness and relevance on a sustained basis over the coming years since PPAs offer the scope for developing ongoing monitoring systems on the basis of periodic updating of the original PPA. This can be carried out on a smaller scale or with a focus on a particular area such as the capital city, sector such as agriculture, population group such as the elderly or dimension of such as environmental degradation, insecurity, governance. PPA represents a collaborative relationship between government, civil society and other partners in a research process wherein research findings and additional outcomes can transform decision-makers attitudes and practices, and policies themselves (McGee & Norton 2000)



Figure 7-3 Unprotected Biomass Stove in Ethiopia
Source of picture: MoARD/GTZ brochure



Figure 7-4 An Ethiopian Woman Baking “Injera” in Unsafe Kitchen Environment
Source of picture: MoARD/GTZ brochure

Note: Figure 7-3 and Figure 7-4 are presented to show the degree of the risks associated with unprotected biomass stoves and unsafe kitchen environment to the Ethiopian poor women.



Figure 7-5 An Ethiopian Woman is Engaged in the Production of Improved Biomass Stoves
Source of picture: MoARD/GTZ brochure



Figure 7-6 Improved Biomass Stoves in Ethiopia Create Jobs and Business Opportunities
Source of picture: MoARD/GTZ brochure

Note: Figure 7-5 and Figure 7-6 show the advantages of improved biomass stoves. These advantages, among other things, are: (1) the creation of employment and business opportunities, especially for Ethiopian Women; (2) the promotion of households' energy efficiency; (3) the reduction of biomass demand; (4) and poverty alleviation.

Table 7-2 Impacts of Improved Household Energy Quality, Availability and Efficiency in the Context of Developing Nations

Improved Household Energy Efficiency Through Improved Biomass Stove Design & Maintenance						
Environment	Economy	Household Income	Quality of Life	Health	Gender Equity	Know how transfer
<ul style="list-style-type: none"> ✚ Reduced biomass demand ✚ Reduced net carbon emission ✚ Protected resources and sustainable use ✚ Improved soil fertility & productivity of land 	<ul style="list-style-type: none"> ✚ Savings on fuel imports & foreign currency ✚ Employment & business opportunities ✚ Poverty alleviation 	<ul style="list-style-type: none"> ✚ Fuel savings ✚ Household expenditure savings 	<ul style="list-style-type: none"> ✚ Convenience & comfort ✚ Improved kitchen environment 	<ul style="list-style-type: none"> ✚ Reduced indoor air pollution ✚ Less respiratory infections ✚ Less eye diseases ✚ Less fire accidents 	<ul style="list-style-type: none"> ✚ Reduced workload of women for fuel wood collection ✚ More time for other activities 	<ul style="list-style-type: none"> ✚ Enhanced capacity and skills of institutions & the private sector

Source: Proceedings of Energy Conference 2002: Energy in Ethiopia: Status, Challenges and Prospects, Pg. 145 modified.

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Appendix 1: Interview Questions

Note: The general questions were asked for all interviewees, but selected according to the involvement of the institutes. The specific questions that were asked are found under each institution name.

General Questions for all Interviewees

1. What has your institution or your role been during the formulation, implementation, monitoring and evaluation of SDPRP?
2. Are SDPRP and CS the same document or are they separate? If they are separate, what is the long-term goal and how-long is the time horizon of the long-term goal on which SDPRP is based? What kinds of indicators of progress or lack of progress are being used and how is progress against these indicators being monitored and utilised to report and to make improvements in the process?
3. Was there any development (poverty reduction) planning prior to SDPRP? If yes, what was it? Was SDPRP based on the previous development planning process or not? Were there conflicts between them? If yes, how did you solve these conflicts?
4. What do you think or did you experience as major problems during the SDPRP formulation process? Was there enough time for the preparation of SDPRP?
5. What actions have been taken in order not to have these problems again in the reformulation of SDPRP after three years?
6. Were there external requirements that should have been fulfilled in order to obtain various supports from IFIs, bilateral donors, etc? If yes, did these requirements conflict with the national programmes as well as priorities?
7. Who are the participants, especially in the district level? What percent of the participants are from the civil society? Were people from businesses also involved? Were they aware of SDPRP? Have they provided feedback? Has this feedback been taken into account? How?
8. How was the voice of the 'poor' captured and incorporated to the SDPRP? Do they have intermediaries? If yes, who are they? Are they NGOs, Church or Mosque leaders, and members of Farmers Association? Labour Union? And Academic Institutes? How has the selection of intermediaries been based on – i.e. special skills or their credential to the poor as well as socially excluded groups?
9. Do you think that the limited technical capacity to be engaged in the process of SDPRP, led SDPRP to be owned by government or to involve external bodies?
10. Has the SDPRP process been parliamentary? How about CS? If no, what can/should be done to ensure such ownership?

I. Federal Environmental Protection Authority

1. The CS document recognised as one of major problems of cross-sectoral policy issues is the lack of public environmental awareness and education. What specific measures have been taken or are planned to be taken to overcome this problem? Do they have any impact that could be seen?
2. To what extent have the 1997 plans been implemented to date? Have you managed to implement all the plans as scheduled? If yes, what have been results/ if not, what were the problems? What are the plans to overcome these problems?
3. How are environmental issues treated during the formulation of SDPRP? Are they treated as a sector within the responsibility of EPA? Have you identified sectors that could have significant impact on the environment? If yes, have you proposed mitigation measures? What are the mitigation measures that you proposed and are they implemented? If they were not implemented, why not? If they were implemented what were the results and how have the results influenced current plans, policies and procedures?
4. The SDPRP document recognised that there is lack of institutional capacity – What have been done since 2002 regarding institutional capacity building both in EPA and sectors in relation to environmental issues; besides, increasing environmental issues awareness by the society at large? What is being done to engage diverse stakeholders to help to ensure increased affectivity of making improvements in the environmental and social dimensions of society?
5. What are the environmental goals and targets for the three years horizon (2002-2005)? Are they based upon analysis of past, actual and also forecasted trends? How often do you update the data on environmental conditions? What environmental goals and targets have been realised? What progress has been made? How this been documented? How have the successes been utilised to plan the new goals and targets? In areas where success has been limited or non-existent, what has been done to help to ensure that the 2002 – 2005 horizon goals and targets are more appropriate? How are environmental and social goals and targets integrated? What indicators of progress are utilised to monitor the process? How are the results documented, reported and utilised for making further improvements in the process, policies and procedures?
6. What has been done regarding the urban environment such as water and soil pollution from industrial waste and hazardous materials, reckless plastic bags disposal etc...?
7. Have the environmental conventions that Ethiopia entered into been implemented? If yes, which ones have been implemented? What kinds of data reveal the progress or lack of progress? If not, why not and what are the plans to make progress on them?
8. Are there legal and functioning coordination mechanisms that enable EPA to influence institutions to implement the environmental conventions?
9. Are there proper mechanisms for exchange of information between various institutions regarding the implementation of the conventions?
10. Are data available regarding the generation, storage, transport and disposal of hazardous wastes? If so, may I have that information? Also, how are those data used to make

improvements in the prevention of production of such wastes and in the more environmentally/socially sound management of those materials?

11. Are there adequate facilities for proper and safe management of hazardous wastes such as landfills, incinerators, biological or chemical treatment plants (neutralisation, precipitation/separation or chemical detoxification)?
12. Were there enough financial resources for implementing the environmental programmes? In other words, did the environmental programmes and the financial resources, which were available sufficient to accomplish the goals and targets developed during the planning phase?
13. How and how often does EPA monitors and evaluate sectoral environmental performance? Is there also a mechanism for feedback so that wrong doings can be corrected and successful implementation can be promoted? What are they? How are they utilised?
14. Are examples from other parts of the world being used as guides for improvements in Ethiopia? If so what examples are being used?

II. Ministry of Finance and Economic Development

1. Have you independently prepared the policies and strategies that your ministry is responsible for under the SDPRP? Or have you involved other authorities and experts such as the EPA or the Ministry of Health in the formulation of your policies in the SDPRP? If the later, what are the policies that the EPA or the Ministry of Health are involved with? What measures have they proposed in order to avoid sub-optimisation? Were these measures incorporated into your policies and strategies? If yes, are they implemented? If not, why not? Are there now plans to do so or?
2. One of the challenges to implement the decentralisation process is the lack of technical capacity. As such, SDPRP emphasised capacity building in different areas. Has action been taken regarding building capacity? If yes, are all stakeholders especially those in regional and district level, now able to take decisions for which they are authorised and responsible? How was capacity building done? How have you monitored progress in the capacity building and what additional work in capacity building is needed, planned and or underway now?
3. Under the macro-economic policies, the medium term strategy is reorienting the budgetary resources towards poverty reduction sectors such as agriculture (food security), natural resources, education, health, and road construction. What measures have been taken in order to protect the environment from adverse impacts of road construction and agricultural practices? Are these measures feasible considering the institutional capacity such as financial resources, and technical know-how? Have these measures been implemented? What evidence or indicators have been/are being used to monitor progress? In facets in which no progress has been made, what needs to be done? What is planned to make further improvements? What is needed to improve affectivity and overall progress?

4. Have the community based rehabilitation programmes regarding the disadvantaged groups been implemented? If yes, please provide detailed examples of what has been done and what the results have been or what is anticipated? If not, why?
5. Have all stakeholders, who participated in the formulation, participated in the monitoring of SDPRP? If yes, what indicators were used to monitor progress and what mechanisms have been used to ensure proper monitoring by all stakeholders? Also what kinds of feedback have been utilised? How is the feedback from the feedback used in improving the process, policies, and procedures?
6. Are examples from other parts of the world being used as guides for improvements in Ethiopia? If so what examples are being used?

III. Ministry of Rural Development (Ministry of Agriculture)

1. Under food security, it is proposed that irrigation should be provided in a significant way for achieving a sustainable of food security at the national level.
 - a. What measures have been taken when irrigating in order to protect the aquatic life, mosquito breeding leading to malaria, salinization, soil compaction, etc.?
 - b. What measures have been taken to reverse the current trend in land degradation?
 - c. What measures have been taken to increasing people's awareness regarding environmental issues in order to provide them sustainable livelihoods? Are these measures being implemented? If yes, what are the indicators that are being used to monitor progress? May I have data that support the conclusion that progress is being made? If progress is not being made, what is needed to move forward? What plans for improvement in the process, policies and procedures have been developed or are being developed? When will they be put into practice? What indicators, monitoring procedures, reporting processes and feedback for further improvements are being planned?

1. Some of the rural and agricultural development policies and strategies are:

- a. **Proper utilisation of agricultural land.**
What are the measures taken in order to implement these strategies? Do these measures include environment? Do they also include the social/societal integrity issues? How are these facets being monitored and the results utilised to make further improvements?
- b. **Rural electrification** which will facilitate all rounded economic growth in the rural areas and create employment opportunities for the poor, including women, thereby increasing income levels and reducing poverty.

How is the electricity generated? If it is generated from hydropower and more hydro dams are contemplated, have you considered replacement of people as their livelihoods might be depending on fishing and agriculture, flooding of arable land, mosquito breeding, adverse impact on the aquatic life and so forth?

c. **Rural telecommunication.**

What measures were/are in place during construction so as to prevent harm to the environment? If trade-offs were/are made, how are environmental costs and benefits analyzed? In other words, what are the environmental costs and benefits that are taken into consideration in order to weigh up the economic and social benefits against environmental costs?

- 3 One of the key sector development policies and strategies is technical interventions in pastoral development – that is, to improve water supply and irrigation development - water harvesting techniques such as construction of ponds.

What measures have been taken concerning environment while constructing ponds? For instance, ponds could be filled with silts from the surrounding region if the agricultural practices are not utilised that prevent or minimise such siltation. Also, such ponds can serve as sites for mosquito's multiplications which can cause malaria. What integrated approaches to management of ponds, such as aquacultural practices and influent controls are in place to minimise the negative impacts while at the same time benefiting from the water capture approaches to improve the food/water security of the people? Please provide me any documented successes and failures of such programs and processes. What is planned for making further progress? Are examples from other parts of the world being used as guides for improvements in Ethiopia? If so what examples are being used?

IV. Ministry of Education

1. What has your ministry done to increase public environmental awareness and education?
2. Is environmental education incorporated in school curricula, especial in primary and secondary levels? May I obtain illustrative course and curricular materials? If not what is planned for doing so?
3. Is there any coordination between communication media and your ministry in order to disseminate information in regular basis on environmental issues which enable the society to increase their understanding and awareness of these issues? If yes, how effective has it been? Do indicators are used to monitor such success? What new plans are being developed to further enhance the effectivity of the content and of the communication channels? What is then done once there is an increase in awareness? What is done to ensure real capacity building to prevent further degradation and to improve degraded situations? How is this being accomplished and monitored together with other Ethiopian Ministries and Agencies? What is the role of international organisations in effecting such education and coordination to ensure real progress is achieved?
4. Do you also work or exchange information with the EPA and also the Ministry of Health, the Ministry of Agriculture etc..? If yes, what mechanisms are used to exchange information? How do you monitor that exchanged information is indeed utilised? Are there mechanisms to provide feedback for further improvement? If the exchange of information is not in place, why is not there? What are the planning processes to ensure that interagency cooperation is accomplished in planning, implementation, monitoring and on-going improvement processes?

V. Ministry of Health

1. One of the key sector policies and strategies in SDPRP is health. What has been done to prevent or to reduce:
 - Water borne diseases due to drinking contaminated water or eating for example vegetables (Urban Agriculture) that have been cultivated by this water? And
 - Air borne diseases due to using biomass or dung for cooking which in turn results in indoor air pollution that causes respiratory diseases to, especially mothers and children?
2. What has your ministry been doing in raising public awareness in relation to keeping personal hygiene as well as a clean environment?
3. When formulating health policy and strategies, have you done it with other institutions such as the EPA, the Ministry of Education etc.?
4. What has been done to compare Ethiopia with other countries in terms of procedures, policies and programs? What can be learned from other's examples?

VI. Ministry of Water Resources

1. One of the goals of the National Water Resources Management Policy is to conserve, protect and enhance water resources and the aquatic environment on a sustainable basis. While one of the water sector development programs is irrigation, what measures have been taken when irrigating in order to protect the aquatic life, to minimise mosquito breeding that may lead to malaria, salinization, soil compaction, etc? How is the Ministry of Water Resources co-working with the Ministry of Agriculture, the Ministry of Industry, The Ministry of Education and the Ministry of Communication as well as the Ministry of Foreign Commerce? Such inter agency cooperation and collaboration is often missing but essential if Ethiopia is to make progress toward sustainable societal development. What is done to ensure such inter-agency cooperation?
2. Are there mechanisms to monitor and measure the discharge of waste water into the rivers? If so what are they? How are these approaches integrated and coordinated with the policies, regulations, etc. of the Departments of agriculture, industry, environment, transportation and education? Are indicators that are being used and improvement plans in place?

VII. Ministry of Information and Private Media

1. Was/is information regarding SDPRP is made freely and timely available for all stakeholders including the poor? If yes, what communication media were used to reach all the urban and rural populations including the poor? Are there indicators of success? Progress? Plans for improvements in the future?

2. How did you play the role in disseminating information, especially in increasing awareness of SDPRP as well as environmental issues prior to and during the SDPRP formulation, as well as during the implementation process? In other words, were there publications in media on SDPRP issues?
3. What national and international institutions are you working with in order to increase public awareness in development issues? What has been done and how is progress monitored, reported and changes in approaches made based upon the results?

VIII. Ministry of Trade and Industries

4. For local manufacturer, how did the SDPRP emphasize the importance of local producers being competitive by considering environmental services to their production? For example, design for reuse, recycle, and dismantle; efficient use of resources such as raw materials, water, energy; as well as the issue of proper management of wastes of all types including but not limited to items such as plastic bags, plastic bottles. How is the Ethiopian Cleaner Production Centre and the international organisations such as UNIDO, UNEP and the World Bank helping or hindering the prevention orientation of all industrial processes, procedures and policies?
5. How are environmental issues integrated during promoting the use of standards to ensure the quality of domestically produced products? In other words, how are appropriate trade-offs negotiated when conflicts rise between promotion of quality & standards of products and use of natural resources?
6. Do corporate leaders, trade association leaders and academics working with industry all have awareness of the positive or negative impact of their actions on the environment and thus are they empowered and motivated to take corrective actions to reduce the negative impacts and to enhance the positive impacts? Do you have data?
7. How have the various industries been handling their industrial wastes and hazardous materials? Are there available data? And plans for prevention, reduction at source and proper utilisation of what is now considered as wastes, for example via improved prevention and practices among firms of the practices and approaches of industrial ecology, etc..?
8. Is training such as environmental given to workers according to their responsibilities and duties? If yes, please provide examples? What is planned to make further improvements? There are many training programs available from many international organisations that can be adapted to Ethiopian conditions. Are you using any of them? If not, why not? If yes, which ones are being used or have been adapted? What additional education, training/empowerment is needed?
9. Has there been support from government or NGOs to increase the private sector capacity regarding promoting prevention-oriented environmental management systems? If so, what has been done? Examples of improvements? Problems and possible solutions?

10. Are there mechanisms to monitor the implementation of SDPRP especially the environmental development strategies in the private sector? If so, what has been done? If not, what should be done?
11. Who has the responsibility to monitor private sector environmental performance? Is it being done? If not, what needs to be done to ensure that it is done properly? What other issues need to be addressed to help ensure that Ethiopian Industry is competitive on the international markets and at the same time is ensuring that they are being responsible to prevent or to minimize environmental and human health impacts during their production processes and during their life cycle management of the products and wastes?

IX. Ethiopian Roads Authority

1. In the Road Sector Development Programme I (RSDPI), one of the issues that was identified in the course of implementation is that there were no effective policies to enforce environmental protection measures as there were no environmental impact considerations during the planning and implementation phase of road works. So, what have been done regarding environmental protection during the second phase (RSDPII)? What measures have been incorporated during design stages in order to reduce the adverse effects of road work on the environment? What indicators are used to monitor the planning and implementation processes? What is now planned for making further improvements in the policies, procedures and processes?
2. What measures have been taken regarding the environment when the traffic growth rate is found to be as high as 20% per annum due to expansion of roads?
3. When training was given on road work activities, were environmental protection issues, which could be impacted by road work activities, covered in the training? If yes, what are they? How were they addressed? What kind of policies, procedures and processes are now in place during all planning, construction and maintenance processes?
4. Are the workers aware of SDPRP? Are they also aware of the impacts of their actions on the environment? Are data available?
5. What measures have been taken to preserve habitats for different species when increasing the rate of acceptable roads from an average 57% for all types to 82% by the end of 2004/05? If trade-offs were or are made between environment and economic development, how have the short- and long-term adverse impacts of road construction on the conservation of biodiversity been prevented or minimised?

X. Ethiopian Manufacturing Industries Association & UNIDO - Ecologically Sustainable Industrial Development Project

1. For local manufacturer, how did the SDPRP emphasize the importance of local producers being competitive by considering environmental services to their production? For example, design for reuse, recycle, and dismantle; efficient use of resources such as raw materials, water, energy; as well as the issue of proper management of wastes of all types including but not limited to items such as plastic bags, plastic bottles. How is the Ethiopian Cleaner Production Centre and the

international organisations such as UNIDO, UNEP and the World Bank helping or hindering the prevention orientation of all industrial processes, procedures and policies?

2. How are environmental issues integrated during promoting the use of standards to ensure the quality of domestically produced products? In other words, how are appropriate trade-offs negotiated when conflicts rise between promotion of quality & standards of products and use of natural resources?
3. Do corporate leaders, trade association leaders and academics working with industry all have awareness of the positive or negative impact of their actions on the environment and thus are they empowered and motivated to take corrective actions to reduce the negative impacts and to enhance the positive impacts? Do you have data?
4. How have the various industries been handling their industrial wastes and hazardous materials? Are there available data? And plans for prevention, reduction at source and proper utilisation of what is now considered as wastes, for example via improved prevention and practices among firms of the practices and approaches of industrial ecology, etc..?
5. Is training such as environmental given to workers according to their responsibilities and duties? If yes, please provide examples? What is planned to make further improvements? There are many training programs available from many international organisations that can be adapted to Ethiopian conditions. Are you using any of them? If not, why not? If yes, which ones are being used or have been adapted? What additional education, training/empowerment is needed?
6. Has there been support from government or NGOs to increase the private sector capacity regarding promoting prevention-oriented environmental management systems? If so, what has been done? Examples of improvements? Problems and possible solutions?
7. Are there mechanisms to monitor the implementation of SDPRP especially the environmental development strategies in the private sector? If so, what has been done? If not, what should be done?
8. Who has the responsibility to monitor private sector environmental performance? Is it being done? If not, what needs to be done to ensure that it is done properly? What other issues need to be addressed to help ensure that Ethiopian Industry is competitive on the international markets and at the same time is ensuring that they are being responsible to prevent or to minimise environmental and human health impacts during their production processes and during their life cycle management of the products and wastes?

XI. Ethiopian Electric Power Corporation (EEPCo)

1. Have you electrified the 164 rural towns as planned in the SDPRP 2002? If not, what were/are the problems?
2. What measures have been taken to rectify the problems?

XII. Ethiopian Economic Policy Research Institute (Ethiopian Economic Association)

1. Have you worked together with experts such as environmentalists, health professionals etc.. during the formulation of SDPRP?
2. Do you think that environmental issues have now been adequately mainstreamed into SDPRP? If yes, how have you concluded this? If not, why not? What is being planned to ensure that they are?
3. How did the participants interact during the formulation of SDPRP? Were there difficulties with involving the different stakeholders such as high ranking officials and professionals associations such as yours? If yes, what were the problems? What has been done or is being planned to address these shortcomings?
4. Under macro-economic policies, the medium term strategy is reorienting the budgetary resources towards poverty reducing sectors such as agriculture (food security), natural resources, education, health, and road construction. What measures have been taken in order to protect the environment from adverse impacts of road construction and agricultural practices? Are the measures feasible considering the institutional capacity such as financial resources, analytical and technical know-how? Are these measures implemented? Please provide data to support this. If not what needs to be done to make better, and more rapid progress? What additional problems exist that must be addressed so that integrated and consistent progress can be made?

XIII. United Nations Development Programme - SDPRP & DONORS COORDINATOR

1. Have donors been active in the SDPRP preparation?
2. Have donors provided financial and other support timely in order to ensure SDPRP implementation? If not, what was/is the problem?
3. Was SDPRP coordinated with donors' programmes? If yes, what was the donors programme? Were there also environmental programmes? If yes, what were/are they?
4. What is now being done and what they plan on doing to ensure such coordination in the future?

XIV. World Bank Ethiopia Office

1. Do you think that Ethiopia's SDPRP 2002 fulfilled the core principles of PRSP i.e. *country driven, result-oriented, comprehensive* in recognizing the multidimensional nature of poverty and the scope of actions needed to effectively reduce poverty, *partnership-oriented*, and it is based on a *long-term perspective* for poverty reduction? If yes, what mechanisms did you use to ensure that civil society, NGOs, and business community have participated in an adequate manner and their inputs were reflected in the SDPRP 2002 document?
2. Was environmental issues integration one of the PRSP assessment criteria of the World Bank? If yes, how did you find the Ethiopian SDPRP 2002 in this regard?

3. How do you monitor the implementation of the SDPRP? How often do you do the monitoring? Do you provide feedback and also monitor the feedback whether timely corrections/actions are taken or not?
4. Who were/are the provider of funds for Ethiopia's SDPRP implementation? What were/are the criteria that these fund providers required? Are these requirements fulfilled?
5. When you did the assessment of SDPRP 2002 in order to provide loan, are environmental issues part of the assessment criteria? If yes, to what extent Ethiopia's SDPRP 2002 qualified according to your assessment? May I have copy of the result of your assessment of SDPRP 2002?
6. What do you think about the state of the environment in Ethiopia?

XV. Swedish International Development Cooperation Agency (SIDA) Ethiopia Office

1. How do you monitor the implementation of the SDPRP 2002? How often do you do the monitoring? Do you provide feedback and also monitor the feedback whether timely corrections/actions are taken or not?
2. What do you think or did you experience as major problems during the SDPRP 2002 formulation process? Was there enough time for the preparation of SDPRP 2002?
3. Have you been active in the SDPRP 2002 preparation?
4. Have you provided financial and other support timely in order to ensure SDPRP 2002 implementation? If not, what was/is the problem?
5. Was SDPRP coordinated with your programmes? If yes, what were your programmes? Were there also environmental programmes? If yes, what were/are they?
6. What is now being done and what you plan on doing to ensure such coordination in the future?

XVI. The Christian Relief Development Agency (CRDA) and Action Aid Ethiopia

1. What are the issues that were raised by your institution in the formulation of SDPRP? Was environment one of the issues? If yes, what are the environmental issues that were raised? Did these environmental issues incorporate in the SDPRP document? If not, why not?
2. Do you think that the Ethiopian SDPRP has promoted country ownership rather than government or any external bodies ownership of the document?
3. Has the SDPRP process been parliamentary?
4. What is your general opinion regarding the state of the Ethiopian environment as well as the participation process of SDPRP?

XVII. Addis Ababa Chamber of Commerce

1. For local manufacturer, how did the SDPRP emphasize the importance of local producers being competitive by considering environmental services to their production? For example, design for reuse, recycle, and dismantle; efficient use of resources such as raw materials, water, energy; as well as the issue of proper management of wastes of all types including but not limited to items such as plastic bags, plastic bottles. How is the Ethiopian Cleaner Production Centre and the international organisations such as UNIDO, UNEP and the World Bank helping or hindering the prevention orientation of all industrial processes, procedures and policies?
2. How are environmental issues integrated during promoting the use of standards to ensure the quality of domestically produced products? In other words, how are appropriate trade-offs negotiated when conflicts rise between promotion of quality & standards of products and use of natural resources?
3. Do corporate leaders, trade association leaders and academics working with industry all have awareness of the positive or negative impact of their actions on the environment and thus are they empowered and motivated to take corrective actions to reduce the negative impacts and to enhance the positive impacts? Do you have data?
4. How have the various industries been handling their industrial wastes and hazardous materials? Are there available data? And plans for prevention, reduction at source and proper utilisation of what is now considered as wastes, for example via improved prevention and practices among firms of the practices and approaches of industrial ecology, etc..?
5. Is training such as environmental given to workers according to their responsibilities and duties? If yes, please provide examples? What is planned to make further improvements? There are many training programs available from many international organisations that can be adapted to Ethiopian conditions. Are you using any of them? If not, why not? If yes, which ones are being used or have been adapted? What additional education, training/empowerment is needed?
6. Has there been support from government or NGOs to increase the private sector capacity regarding promoting prevention-oriented environmental management systems? If so, what has been done? Examples of improvements? Problems and possible solutions?
7. Are there mechanisms to monitor the implementation of SDPRP especially the environmental development strategies in the private sector? If so, what has been done? If not, what should be done?
8. Who has the responsibility to monitor private sector environmental performance? Is it being done? If not, what needs to be done to ensure that it is done properly? What other issues need to be addressed to help ensure that Ethiopian Industry is competitive on the international markets and at the same time is ensuring that they are being responsible to prevent or to minimise environmental and human health impacts during their production processes and during their life cycle management of the products and wastes?

XVIII. European Union Office in Ethiopia

1. Have you well studied the situation during the formulation of SDPRP whether civil society, NGOs, and business society participated in an adequate manner and their inputs were reflected in the SDPRP or not? If yes, what mechanisms did you use to monitor the situation?
2. Were there controversial issues raised during the consultation process among major actors? If yes what were they and what did you do to help them solve these problems?
3. What do you think or did you experience as major problems during the SDPRP formulation process? Was there enough time for the preparation of SDPRP?
4. Have you provided financial and other support timely in order to ensure SDPRP implementation? If not, what was/is the problem?
5. How do you monitor the implementation of the SDPRP? How often do you do the monitoring? Do you provide feedback and also monitor the feedback whether timely corrections/actions are taken or not?
6. Was SDPRP coordinated with your programmes? If yes, what were your programmes? Were there also environmental programmes? If yes, what were/are they?
7. What is now being done and what you plan on doing to ensure such coordination in the future?
8. What do you think about the state of the environment in Ethiopia?

XIX. UNESCO Ethiopia Office

1. Do you work together with Ethiopia's Ministry of Education? If yes, what are the issues that you are working with?
2. Do you also work with environmental education? If yes, are they incorporated in school curricula, especial in primary and secondary levels? If not, what is planned for making environmental education in school curricula?
3. What is the role of UNESCO in effecting such education and coordination to ensure real progress is achieved?
4. What do you think about the state of the environment in Ethiopia?

XX. Ethiopian Science & Technology Commission – Cleaner Production Center

1. When was the Cleaner Production Center established?
2. What are the objectives of this center?
3. Are these objectives included into SDPRP 2002? If not, why not?

4. If industry certification of ISO 14001 is one of the cleaner production center programmes, how many industries are certified ISO 14001? And what types of industries are they?

Appendix 2: List of Interviewees

Ethiopia (<i>Organisation & Reason for Holding the Interview</i>)	<i>Name of Interviewee and Position Held</i>	<i>Type of Interview</i>
<i>Environmental Protection Authority (EPA)</i> – The agency has the mandate to protect the Ethiopian environment	1. Ababu A. Zeleke – Ecosystem Department Head 2. Gebreselassie G. Mersha – Environmental Education Department Head 3. Mohammed Ali – Pollution Control Department Head.	Face to face interviews were conducted and the questions can be found in Appendix 1 under each institution name.
<i>Ministry of Finance and Economic Development</i> – SDPRP process is led by this ministry	Getachew A. Tahir – Economic Policy and Planning Department Head as well as Chairman of SDPRP Technical Committee	
<i>Ministry of Agriculture & Rural Development</i> – Agriculture is one of SDPRP 2002 key sectors development.	1. Aster Stephanos – Planning & Programming Department Head 2. Berhanu Woldemichael – Programme Design & Evaluation Team Leader	
<i>Ministry of Education</i> – Education is one of SDPRP 2002 key sectors development	Berhanu Habtemariam – Curriculum Development Coordinator	
<i>Ministry of Health</i> – Health Sector Development is one of SDPRP 2002 focus areas.	Dr. Nejumedine Kedir – Focal Person of SDPRP	
<i>Ministry of Water Resources</i> – Water Sector Development is one of SDPRP 2002 focus areas.	Gulilat Birhane – Planning & Projects Department Head, as well as Focal Person of SDPRP	
<i>Ministry of Information</i> – This ministry is the spokesperson of the Federal Government and ensures information dissemination in mass media.	Zemedkun Tekle – Information & Public Relations Department Head	
<i>Reporter Media & Communications Center (MCC) – Pl.</i> The company disseminates information on development issues among others.	Amare Aregawi – General Manager (MCC) and Editor-In-Chief	
<i>Ministry of Trade and Industries</i> – Private sector and export development is one of the SDPRP 2002 programmes	Fikadu Abebe – Planning & Monitoring Department Head.	
<i>Ethiopian Roads Authority</i> – Road sector development is one of SDPRP 2002 sectors development programme	1. Abdissa Megersa – Civil Ecologist at Environmental Monitoring & Safety Branch 2. Beza Woldearegaye – Economist at Planning & Programming Division, as well as Focal Person for SDPRP	
<i>Ethiopian Manufacturing Industries Association</i> - The association, does among other things, advocacy to improve industrial development of Ethiopia.	Asrat Abebe – Secretary Genral	
<i>UNIDO</i> – Ecologically Sustainable Industrial Development Project.	Tequam Tesfamariam – POPs/NIP Project Coordinator	
<i>Ethiopian Electric Power Corporation</i> – Rural electrification is one of SDPRP 2002 focus areas.	Bekele Assefa – Rural Electrification Project Head.	
<i>Ethiopian Economic Policy Research Institute</i> – This institute provides, among other things, continuous information and analysis on economic policy matters.	1. Berhanu Adenew Degefa (PhD) – Senior Researcher, (Agr. Economist) Agriculture Division 2. Daniel Assefa – Researcher, Poverty & Human Resource Research Division 3. Getahun Tafesse – Senior Researcher, Poverty & Human Resource Research Division	

UNDP – Water & Environment is 1 out of 12 thematic working group of Development Assistance Group (DAG) and UNDP is coordinating and chairing water and environment.	1. Girma Hailu – UNDP Assistant Resident Representative in Ethiopia 2. Kristin Seljeflot – Economist as well as SDPRP & Donors coordinator.	
<i>World Bank</i> – SDPRP was endorsed by the World Bank and it is also a donor.	Jemal M. Omar – Senior Economist at Poverty Reduction & Economic Management Department.	
<i>SIDA</i> – It is one of the donors and involved actively in SDPRP process.	1. Martina Fors – Programme Officer 2. Aklog Laike – Programme Officer of Rural Development/Food Security	
<i>CRDA</i> – This organisation is an umbrella organisation for 260 member NGOs in the country.	1. Abeje T. Teka – Civil Society Coordinator 2. Ginjo Giya –Rural Development Forum Coordinator	
<i>Action Aid</i> – It is an international NGO focuses on accessing resource/income to the poor through its development programme.	1. Daniel Bekele – Manager, Policy Research Department.	
<i>Addis Ababa Chamber of Commerce</i> – Promotes domestic and foreign trade relations as well as it is a facilitator between the government & business community found in Addis Ababa which constitute 90% of the country’s business.	Mieraf Shewaye – Research & Advocacy Division Head	
<i>European Union</i> – It is one of the donors.	Epherem Zewedie - Economist	
<i>UNESCO</i> – In 2002, this organisation was designated as lead agency for the promotion of the UN decade of education for sustainable development.	Awad Elhassan – Director & Representative	
<i>Ethiopian Science & Technology Commission</i> – Cleaner Production Centre	Gashaw Gebeyehu – Former Director of Cleaner Production Centre.	

Appendix 3: List of Interviewees in Ethiopia's Energy institutions

<i>Organisation & Reason for Holding the Interview</i>	<i>Name of Interviewee and Position Held</i>	<i>Criteria for selection & Interview Questions</i>
<i>Ministry of Infrastructure</i> – This ministry deals with the supervision and coordination of construction, transport, communication and energy sectors.	Mengistu Teferra – Strategic Planning Department Head	The institutions were selected based on the energy resources that are available in Ethiopia. These energy resources are biomass, electricity and petroleum products.
<i>Electric Power Corporation</i> – This is the only corporation that deals with power generation, transmission, distribution and sales of electricity all over the country.	Jelale Shafi – Marketing Division Manager	The interview questions are the same for all of them as the intention was to know the effects of SDPRP in each institution. The questions were conducted face-to-face and they are as follows :
<i>Petroleum Enterprise</i> – This enterprise is the sole fuel importing public entity in the country.	Esayas Fisseha – Economist at Management Information System Service	1. What was/were the planning and operation of your department or institute before SDPRP 2002 adopted?
<i>The Joint Rural Energy Project of Ministry of Agriculture and Rural Development & German Technical Co-operation</i> – This project deals with household energy efficiency by promoting improved biomass stoves.	Samson Tolossa – Rural Energy Project Manager	2. Are there changes in your planning, thinking and operation after the adoption of SDPRP 2002? In other words, did SDPRP affect the planning, thinking and operation of your department or institution? If yes, how it affected? If not, why not?
<i>Addis Ababa University, Faculty of Technology</i> , - This Faculty deals among other things with renewable energy such as ethanol	Nurelegne Tefera – Asst. Professor and Chairman of Chemical Engineering Department.	