

Result Analysis 1996–2001

Ethiopia

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General analysis

The development cooperation between Ethiopia and Sweden was reduced to after the outbreak of the war between Eritrea and Ethiopia in 1998. In principle, only ongoing projects were allowed to continue. Between 1998 and the end of 2000, humanitarian aid, civil society cooperation, research cooperation, support to the Wondo Genet Forestry College as well as the ongoing support to the Amhara Regional State Development Program were provided. The agreements for support to the health and education sectors ended in 1999 and the process of preparing for new agreements was halted in 1998. This process was resumed with limited funding in 2001.

The war also led to a reallocation within the Ethiopian state budget from poverty-oriented expenditures to military expenditures to finance the war. Furthermore, poverty-related expenditures shrank considerably due to the general reduction in aid going to Ethiopia during that time. Drought, HIV/AIDS pandemic and the deteriorating terms of trade also worsened the situation. These factors contributed significantly to an increase in poverty in Ethiopia, hampering the possibilities of making thorough result analyses of the Swedish development assistance.

Due to the war and the postponement of the planned country assistance strategy to be effective from Jan 1 1998, development co-operation between Sweden and Ethiopia has not been governed by a country strategy for the last three years. Thus, no explicit overall goals have been formulated, yet poverty reduction, capacity building and democratic development have been the objectives of Swedish co-operation with Ethiopia.

The possibilities to assess impacts of Sida interventions have been constrained by poor design of monitoring mechanisms. Clearly defined indicators and impact evaluation systems have not been considered in the initial design of programmes. Although data on achieved activities is available, sufficient indicators for reporting on impacts have not been in place, hence demonstrable results are generally lacking. There is also a lack of base-line studies and methodology for doing impact assessments. In the SARDP Phase I, for instance, the required instruments for measuring impact were not considered and embodied when the programme was originally proposed. Work to design an impact monitoring system was interrupted by the border conflict with Eritrea. Since the pro-

gramme, after the outbreak of the conflict, was extended with a number of three to six months periods during 1999–2001, the needed planning horizon to develop a thorough monitoring system was not in place.

Ethiopia's capacity for development cooperation is unevenly distributed between sectors and regions. Where financial follow-up is concerned, capacity is fairly well developed throughout the country. The capacity of the Prime Minister's Office is good, while the capacity of many line ministries is somewhat less than adequate. The decentralisation of authority to the lowest level, *the woreda*, has also had an impact on the results of the development cooperation as woredas lack capacity to handle the increased responsibilities. Their capacity however is likely to improve over time.

During the last five-year period, funds have mainly been channelled directly to the bank accounts of cooperation partners and payments have been made directly to foreign consultants. In one respect such channeling is efficient and flexible, allowing the use of funds according to programme plans and schedules. The stringent and bureaucratic government system has been avoided. Even with the selected channel, funds have been reflected in the government budget. The method, however, must be characterised as a by-pass solution. The central government lacks control and is unable to account for the flow of resources. Therefore, future development assistance should be channelled via the government budget.

Sida has been a relatively small donor in Ethiopia during the period. The World Bank, EU, African Development Bank, WFP, USA Italy, Germany, Japan, and Netherlands are among the major donors. The multilateral donors have taken up balance of payments support/budget support after the signing of the peace agreement. The World Bank, EU, Japan, Germany and Italy are supporting the road sector programme, which absorbs large sums of money.

The World Bank made an evaluation of its programmes in 2000 and drew the conclusion that, on average, Ethiopia has achieved better results than programmes in other countries in Africa.

Sida-Amhara Rural Development Programme, SARDP

During the first phase of the programme, 1997–2001, Sida financed activities at woreda (municipal) level: partly through a development fund that financed projects given priority by the different local communities, for example renovation and construction of health clinics and schools and the construction of minor roads and bridges. In addition, Sida provides support to the woreda for capacity building activities. This has resulted in stronger leadership at woreda level and greater participation by the people in the implementation of projects at the local level.

In phase one of the programme, Sida has financed micro-credits amounting of SEK 27 million through the Amhara Credit and Savings Institution, ACSI. The credits have been granted to some 24,000 borrowers of whom almost 50 per cent are women. The loans have been put to various purposes: approximately 62% have been used for the purchase of capital goods, 33% for trade related activities, 4% for small-scale industrial activities and 1% in the services sector. ACSI has contributed to

higher levels of savings. Hitherto, some SEK 21 million has been mobilised in savings. Repayment of the loans has been as high as 97.4%.

Where infrastructure programmes are concerned, 240 kms of country roads have been rehabilitated and 450 kms of minor village roads have been constructed. A pilot project for road maintenance that was drawn up and financed by Sida has achieved good results. This system has now been approved by the local road authorities and will be used on some 300 kms of the region's road network. The road programmes that are based on labour-intensive methods have provided jobs and a temporary income for thousands of people in the area who lack job opportunities outside the farming sector. A total of 197 water sources have been built. These have provided clean and safe drinking water for some 110,000 people. A programme has been started for the production of improved seeds. This is being implemented at woreda level and some sales of the seeds to farmers have already been made. Two seed laboratories, with requisite equipment, have been built. During the first phase, 16 simple veterinary clinics have been built and equipped. Some 20 health clinics have been renovated. This has directly benefited some 210,000 people. Some 70 schools have also been renovated. This is estimated to benefit some 35,000 students. Soil conservation programmes and plant cultivation experiments have been run, both in southern Wollo and eastern Gojam. In addition, two office buildings have been erected in Bahar Dar: one for the regional planning office and one for the regional road authority.

As a step to strengthen the skills and expertise of staff, a number of officials have been trained abroad, mainly in short courses but also in courses lasting several years. For example, 11 persons have been trained to master's degree level and two are participating in doctoral programmes.

Many observers consider that Sida's focus on direct budget support at woreda level is the most interesting and innovative component in SARDP. Other donors, for example World Bank, are considering copying SARDP's model. The Ethiopian government has similar plans. A somewhat modified model, have been introduced in four regions during 2002/03.

Wondo genet college of forestry

Swedish support to education in the forestry sector started in 1977 with a two-year diploma programme at Wondo Genet Forestry Resources Institute. Today, training at WCGF includes doctoral programmes. A programme of institutional cooperation between WCGF and the Faculty of Forestry at the Swedish University of Agricultural Sciences, SLU, has been in existence since 1994.

The latest evaluation of forestry education programmes at WCGF, made in 1997, draws attention to the effectiveness of the diploma students in their field work and to the fact that they have contributed to an increasing awareness of the importance of forestry among people living in rural areas. The evaluation is also positive to both the theoretical and practical parts of the B.Sc. programme, which is considered to have been well adapted to Ethiopian conditions. The M.Sc. programme is also considered to be successful, not least for the opportunity it offers for a

certain amount of study time in Sweden. The ongoing doctoral programme is considered relevant for Ethiopia's needs. However, its costs are considered to be high.

In total 1,309 students have graduated at diploma level, 164 at B.Sc. level and 61 at M.Sc. level. Two persons who have taken their doctor's degrees have returned to WGCF as teachers and researchers. At present, nine persons are participating in doctoral studies within the framework of cooperation with SLU. A further five persons are studying for their doctor's degree, but in cooperation with other institutions in other countries. When these persons return to WGCF, the academic level of teachers and researchers will be considerably strengthened.

Sida has actively participated in and contributed to institution building at WGCF which has the potential to offer high quality programmes of education that are of relevance to Ethiopia's needs. The programme of institutional cooperation with SLU has contributed to this. Apart from the fact that Sida has contributed to the education of a considerable number of individuals at various levels in the forestry sector, Sida's support has resulted in permanent institution building at WGCF.

Research cooperation

The overall objective of Sida's support to research collaboration is to strengthen the research capacity in developing countries. In Ethiopia, Sida's support has been targeted to capacity building at two universities (Addis Ababa University and Alemaya University) and at one national research council (Ethiopian Science and Technology Commission, ESTC). Science, technology and medicine have been the main areas of support. The total amount of support for the period 1996–2000 is 86 Million SEK.

Sida's support for research in Ethiopia attempts to provide a range of research components; training, collaboration partner, equipment, etc, in a coordinated fashion. Most programs involve cooperation between Ethiopian and Swedish institutions and researchers.

In Ethiopia the access to own research has been recognized as an important key to societal development. Despite the lack of resources, research in Ethiopia is guided by a national research policy. To add substance in the stated research policy, the Ethiopian Government has decided to set aside 1.5% of the country's GDP for research. Due to lack of overview of the organization of research, this figure has however been difficult to verify.

During the period 1996–2000, a total number of 624 MSc students have graduated in the fields of science, technology and medicine. 14 Ph.D. students have received their doctoral degrees. The great majority of the projects holding a Ph.D. component have had a Swedish collaborating institution. Besides a strengthening of the research capacity in the field of human capital, the support to research projects have generated some commendable results. Among others a documentation of the Ethiopian flora, strategies for water resources management, local methods for renewable energy, the creation a reliable system for the registration of births and deaths in a rural community that could be used as a source for health research and alternative crops and agricultural methods.

In 1999, an evaluation of the Sida support to Ph.D. training program was conducted showing that both so-called project-tied and Sandwich models of Ph.D. research training have brought substantial benefits to Ethiopian institutions, especially Addis Ababa University in terms highly trained staff. The program has also contributed to infrastructural capacity building by providing equipment and literature to support the continued work of the graduates or coming candidates. The evaluation showed however that the program has been implemented in an environment characterized by a lack of institutional strengths. The discrepancy between planned and achieved goals has to large extent been due to administrative reasons, in particular in the areas of procurement and financial reporting.

Democracy/human rights

Funds for democracy and human rights amounting to SEK 6.5 million for the current year have been delegated to the embassy. The funds are also intended for contributions in Eritrea.

In 2001, the largest contribution was in the form of support for the training of judges and prosecutors in human rights in the Amhara region (SEK 2 million) in cooperation with the Raoul Wallenberg Institute in Lund and the Ethiopian non-governmental organisation, APAP. This project started in 1998 and 3,720 judges and prosecutors have undergone training in Ethiopia. Of these, 25 persons have also been trained in Sweden. The contribution is appreciated in the region.

Several local NGOs active in the field of human rights are receiving support from these funds, for example EHRCO and EWLA. Another local NGO, IAG, has received support for public debates in connection with local elections. An Ethiopian organisation for economists receives support for regular studies of the country's economic policy. Several of the local NGOs receive support from several donors, including Sweden, within the framework of consortia whose objective is to provide budget support and to receive common reports. The activities of these NGOs are greatly dependent on external support.

In 2001, support amounting to SEK 2 million was disbursed from the country frame to strengthen the Ethiopian parliament, within the framework of a donor consortium coordinated by UNDP.

Humanitarian assistance

During the period 1996–2001, 170 MSEK were allocated to humanitarian assistance. Out of that, 117 MSEK were taken out of the country allocation, mainly to support local purchases of grain for redistribution from surplus to deficit areas in the country. Other than food support, grants were given the ICRC for the repatriation of refugees during and after the Eritrea-Ethiopia war.

Sweden has financed food support in Ethiopia for many years through the World Food Programme. In addition, on two occasions, Sida has financed local purchases of grain in surplus areas in the country. This grain has thereafter been distributed to deficit areas. The first project was implemented during the period 1998/99. In total 21,000 tons of grain were purchased for SEK 47 million. The second project was implemented during the period April–September 2001. On this

occasion 35,000 tons of grain were purchased for SEK 47 million. Some 1.9 million people were reached by the latest contribution. The locally purchased grain has been distributed to the most seriously affected areas in the regions of Amhara, Tigray, Oromia, and the Southern Nations, Nationalities and Peoples Region. Both projects were financed from the country frame. The projects were implemented by the Ethiopian Disaster Prevention and Preparedness Commission, DPPC. Experience gained from the two projects is positive. DPPC has demonstrated skills and efficiency in its implementation of the projects. The embassy has been responsible for quality control and for monitoring implementation and has been assisted in this work by a consultant engaged locally.

Ethiopia is chronically dependent on food support. Some donors choose to donate food in order, among other things, to reduce their own surpluses. This has a negative effect on the Ethiopian market since prices are forced down and the Ethiopian farmers receive less for their products. On the other hand, local purchases can offer a better way of assisting hungry people.

Swedish NGOs

The aim of Sida's support to the development co-operation programmes of Swedish NGO's is to further the development of a sustainable and democratic civil society and to strengthen the capacity of local partner organisations. Swedish Save the Children, PMU Interlife, Church of Sweden, Luther Aid, Evangelical Missionary Society, Swedish Missionary Council, Swedish NGO Centre for Development Cooperation (Forum Syd), Swedish Organisation of Handicapped International Aid Foundation – SHIA, and the Swedish Red Cross are the major organisations and During the period mid 1996 to 2001 grants amounting to some 102,7 million SEK were allocated to their programmes. Most of the funds have been allocated to social infrastructure and social projects, and a small part has been allocated to democracy and human rights projects.

In a majority of the programmes, planned activities have been implemented. Lack of administrative capacity in local organisations or to changes in government policy and legislation concerning construction, management and handing-over of health and education facilities caused many delays and is of general concern in the cooperation. Overestimation of the potential for raising local funds for management of new facilities constitutes another cause for problems in implementation. Programmes in the rural development sector were often built up as disaster relief programmes and has had difficulties in adapting to the new conditions and refocus on long term development. As a direct result of co-operation with a Swedish partner many have improved capacity in terms of internal structure, administrative capacity, networking, lobbying and ability to respond to the needs of their target groups.

The assessment of civil society in Ethiopia made by Swedish NGO's is that it is still weak in networking but that the number of organisations in the country is increasing dramatically. Also, the general operating climate for civil society is improving. Government authorities are increasingly able to co-operate with actors from civil society in a positive way.

Concluding remarks

Clearly, the programmes funded by Sweden during the period have lacked systematic and strategic monitoring and evaluation elements with clear and monitorable indicators at the design stage. Newly initiated programmes need to contain these determinants early in the design of programmes to enable successful monitoring and in-depth analysis of results. Furthermore, the decentralisation of the federal government has made monitoring of the development cooperation more difficult in its initial stages.

Relative political stability and sound macro-economic development that has been the case since the present government took office in 1991 have been important for the, after all, positive trends of the outcomes of the development cooperation. This has resulted in the slow but certain local capacity development to carry out technical assignments, the strengthening of ownership and the decentralisation of government structure, the introduction of the sector development programmes for health and education and the continuity in the research activities in different areas.

Another important conclusion that emerges from the result analysis is that the best results are generated when both Ethiopian and Swedish interests are taken into consideration, reflecting a more sustainable and equal partnership between the two countries. Support to the Amhara region is probably the best example in this respect. Mutual interest and trust have led to Sida venturing into to experiment with new forms of support. The Ethiopians have shown that they are capable of ownership. The capacity of the regional administration is relatively good and corruption is not a major problem. Advantage should be taken of similar forms of partnership if they can be found in other areas. If the revised sector programmes in the social sectors prove to be of high quality, similar forms of good cooperation can hopefully be developed.

When new programmes of cooperation are assessed, special consideration should be given to ownership issues. If ownership is found to be strong, the potential for successful co-operation is good.

Halving poverty by 2015 is one of the greatest challenges of our time, requiring cooperation and sustainability. The partner countries are responsible for their own development. Sida provides resources and develops knowledge and expertise, making the world a richer place.



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