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PROGRAMME PLANNING

Country and intercountry programmes and projects

FOURTH COUNTRY PROGRAMME FOR ETHIOPIA

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. The fourth country programme was prepared during 1985 in a very complex socio-economic environment at the height of the drought-related emergency in Ethiopia. In these circumstances, the process of preparation, as well as the content of the programme, reflect the preoccupation on the part of the Government, the United Nations development system and the major external donors with reducing the possibility of a recurrence of large-scale famine in Ethiopia.

2. Prior to the presentation, in April 1985, of the Resident Representative's note, on which the programme is based, the UNDP field office conducted an in-house assessment of the 1982-86 country programme, in order to ascertain the extent to which its objectives were attained and to learn from the experience of its implementation. The exercise drew extensively upon the findings of the numerous tripartite reviews and individual project evaluations.

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3. On balance, the in-house review concluded that the third country programme had achieved its objectives in terms of a concentration on sectors of major importance, such as agriculture, industry, and human resources; the indigenization of the management process of external technical co-operation flows through an increasing number of government-executed projects; and improved institution building. However, implementation was not without the perennial difficulties manifest in faulty project design, which on occasion resulted in the untimely provision of international and national inputs. To an extent, this contributed to an under-expenditure of \$5.5 million in the third country programme, which is being carried over into the fourth country programme.

4. The preparation process was significantly enhanced by the sector missions of the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organisation (ILO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) in 1984 and 1985. Similarly, the World Bank Economic Memorandum and sector reports (1984) provided a valuable macro-economic frame for the policy dialogue between the Government and external donor agencies. While some of those missions were prompted by the emergency conditions in Ethiopia, their medium term proposals defined the linkages between rehabilitation and development.

5. Although the emergency operations have been executed through a separate organizational network, the Resident Co-ordinator played a crucial role in providing the bridge between relief, rehabilitation and development, on the one hand within the United Nations development system, particularly with the World Food Programme (WFP), the United Nations Capital Development Fund (UNCDF), the United Nations Children's Fund (UNICEF), the United Nations Fund for Population Activities (UNFPA), the United Nations Sahelian Organization (UNSO), and on the other hand as part of the emergency operations with other bilateral and multilateral donor representatives. The increase in IPF funds garnered through the country programming exercise bear this out.

6. The Office of the National Committee for Central Planning (ONCCP) is at the pinnacle of the planning process in Ethiopia. Through internal governmental consultations with technical ministries and institutions, ONCCP formulated a policy position with respect to the allocation of United Nations development system resources. The country programme was formulated through systematic consultations between ONCCP and UNDP, and was strategically linked to the Ten-Year Perspective Plan (1984/85-1993/94).

II. THE FOURTH COUNTRY PROGRAMME

7. The targets established in the Ten-Year Perspective Plan may be difficult to attain, especially since the drought-related emergency compelled the Government to divert already scarce resources from development to relief. This situation is further exacerbated by the uncertainty of development resource flows.

8. Notwithstanding the financial constraints, the fourth country programme is effectively linked to the two major priorities of the Plan, i.e. rural development and human resources development, in shares of 45.2 per cent and 46.9 per cent of total IPF resources, respectively. These two priority concentrations are further delineated into sub-programmes of soil and water conservation - 6.3 per cent; direct increases in agricultural production - 6.9 per cent; management training - 6 per cent; science, education and teacher training - 18.7 per cent; planning and co-ordination - 14.6 per cent; and the development of science and technology - 13.5 per cent. The remaining 7.2 per cent of the IPF is distributed among programmed and unprogrammed reserves, or tied up in projects carried over from the third country programme which are not specifically related to this programme. Almost half of the total allocated to the two main objectives is reserved for new projects.

9. The fourth country programme is designed to tackle major impediments to development and growth in present-day Ethiopia. Given the predominantly rural population, there is a major challenge in the strengthening of human resources and indigenous institutions through the application of appropriate technology to agriculture and industry. That challenge is variously reflected throughout the country programme document. The projects in the different sub-programmes are packaged so as to facilitate the linkages between them. For example, soil and water conservation is a necessary ingredient to increased agricultural production. Similarly, institutional support for agriculture in the form of soils laboratories, meteorological and hydrological services, agricultural research and peasant associations, will require more efficient and practical management training.

10. Another significant feature of the country programme is the means by which rehabilitation and development are blended through the choice of projects, institutional involvement and resource allocation. The four sub-programmes of rural development, successfully implemented, will to a great extent alleviate, in the medium- to long-term, many of the drought-related conditions, not only with respect to increased agricultural output but also in the improvement of the quality of life of the rural population. An important outcome of the co-ordination effort of the emergency has been the joint programming of longer-term development activities by WFP, UNCDF, UNSO, UNICEF and UNFPA under the leadership of the UNDP Resident Co-ordinator, as demonstrated in the preparation of this country programme. The resulting increase, from total IPF funds of \$83 million to \$174 million in total programmed resources, demonstrates the responsiveness shown by the United Nations system to the UNDP integrated programming approach.

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III. MANAGEMENT OF THE COUNTRY PROGRAMME

11. While the need for emergency food relief will persist through 1986, according to the Government and the Food and Agriculture Organization of the United Nations (FAO), the planned consolidation of the management of the emergency operations and development support, under the auspices of the UNDP, will greatly enhance co-ordination. The dual consultations on emergency, involving the bilateral donors on the one hand, and the United Nations development system on the other, will largely disappear. The already established practice of joint programming within the United Nations system will be more effective through systematic consultation with bilateral donors. Recent donor indications suggest that some equipment originally furnished on an emergency basis can be used for development purposes.

12. Given the significant volume of resources available through the United Nations development system, the need for well-chosen project formulation missions from the various executing agencies becomes a matter of urgency. Careful planning has already commenced in this regard and will no doubt be reflected in the Country Programme Management Plan (CPMP) for the latter half of 1985.

13. The responsibility for the management of the country programme implementation rests mainly with ONCCP, consistently supported by the UNDP field office. A mid-term review of the fourth country programme is planned, which will draw upon the results of the numerous individual tripartite reviews and project evaluations. Given the need for a refined assessment of technical co-operation requirements, the Government has requested UNDP assistance in carrying out a National Technical Co-operation Assessment Project (NaTCAP) during the early stages of the implementation of the fourth country programme.

IV. RECOMMENDATION OF THE ADMINISTRATOR

14. The Administrator recommends that the Governing Council approve the country programme for Ethiopia.
