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Recommendation for funding for a short-duration country programme**

Ethiopia

Summary

The present document contains a recommendation for funding from general resources and supplementary funds for the country programme of Ethiopia with a duration of two years to support activities that will lead to the preparation of a full-length country programme. The Executive Director *recommends* that the Executive Board approve the amount of \$30,790,000 from general resources, subject to the availability of funds, and \$27,150,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 2000 to 2001.

* E/ICEF/1999/15.

** The figures provided in the present document are final and take into account unspent balances of programme cooperation at the end of 1998. They will be contained in the "Summary of 1999 recommendations for general resources and supplementary funding programmes" (E/ICEF/1999/P/L.16).



Basic data

(1997 unless otherwise stated)

Child population (millions, under 18 years)	30.5
U5MR (per 1,000 live births)	175
IMR (per 1,000 live births)	120
Underweight (% moderate and severe) (1992)	48
Maternal mortality rate (per 100,000 live births) (1990)	1 400
Literacy (% male/female) (1995)	40/26
Primary school enrolment (% net, male/female) (1994)	28/19
Primary school children reaching grade 5 (%) (1994)	51
Access to safe water (%) (1991)	25
Routine EPI vaccines financed by Government (%) (1995)	0
GNP per capita (US\$)	110
One-year-olds fully immunized against:	
tuberculosis	90 per cent
diphtheria/pertussis/tetanus	63 per cent
measles	52 per cent
poliomyelitis	64 per cent
Pregnant women immunized against tetanus	40 per cent

The situation of women and children

1. In 1994, the Government of Ethiopia drafted a new constitution, based on which it has pursued a policy of rapid regional decentralization. Over the past five years, 11 regions in Ethiopia have consolidated these new political and economic roles, and now are pursuing subnational development goals on an autonomous basis. Welcoming political devolution, UNICEF has directed its assistance at regional, zonal and *woreda* (district) levels. Ninety-five per cent of UNICEF resources support the regional development effort through the nationwide (involving all districts in all regions) and *woreda* integrated basic services (WIBS) (involving 55 districts in all regions) approach.

2. The Government has recently introduced several legislative initiatives which may have a positive impact on the human rights of children and women. A women's legislative caucus has proposed a Child Code — a legal framework for the protection of children — to Parliament. There have been revisions to the Family Code in line with the Constitution, providing for the rights of women. The Government is also laying the groundwork to establish a national Human Rights Commission and Ombudsman. The

First Periodic Report on implementation of the Convention on the Rights of the Child was submitted in 1998.

3. The Government has made clear commitments to long-term development through sector development programmes (SDPs) in health and education (HSDP and ESDP). These programmes, which began in 1997, will serve as a policy and strategic framework for all government and donor action in these sectors over the next 20 years. UNICEF participated in the development of both HSDP and ESDP, ensuring the inclusion of many of its mandated concerns.

4. In 1998, children and women in Ethiopia were placed at even greater risk with the start of a border conflict between Ethiopia and Eritrea; and in early 1999, the conflict escalated. Concerns have grown about the rights of children and women affected by the conflict — in particular among the over 300,000 internally displaced persons from the border regions of Tigray and Afar. The conflict will affect the nature and scope of this short-duration programme.

5. With an under-five mortality rate of 175 per 1,000 live births, and a maternal mortality ratio of 1,400 per 100,000 live births, the lives of children and women in Ethiopia remain at risk. Malnutrition rates are high, including both protein-energy malnutrition (PEM) (over 60 per cent of children stunted) and specific nutrient deficiencies. Only 25 per cent of the population have access to safe water and

8 per cent to latrines. Diarrhoeal diseases account for 46 per cent of child deaths in Ethiopia. However, progress in the health sector was reflected in improved immunization rates.

6. There are an estimated 2 million cases of clinical malaria per year, and the incidence of chloroquine resistance is increasing. In December 1997, according to the Joint and Co-sponsored United Nations Programme on HIV/AIDS, 1.3 million men between 15 and 49 years old, and 1.2 million women in the same age range, were HIV-positive. According to the same survey, 17 per cent of pregnant women were HIV-positive and could potentially pass the disease to their children. Without question, the HIV/AIDS pandemic has the potential to reverse all the gains made in child survival in Ethiopia over the past decades.

7. Ethiopia has a net primary school enrolment rate (grades 1–8) of just 25 per cent. While educational coverage varies among regions, most rural populations have limited or no access to schools. There are enormous disparities in enrolment rates among regions. Although overall enrolment seems to be increasing, this mainly reflects an increase in the number of boys attending school. In 1996/97, the percentage of girls enrolled as a proportion of total primary school enrolment was only 36 per cent; only 12 per cent reach grade 12.

8. Gender inequalities in Ethiopia exist well beyond the education sector. Nearly 73 per cent of Ethiopian women are subjected to the practice of female genital mutilation (FGM). Another harmful traditional practice is early marriage, as almost 55 per cent of marriages involve girls under the age of 15 years.

Programme cooperation, mid-1994–mid-1999

9. The previous country programme was developed before ratification of the new Constitution and resulting political changes, including regionalization. As a result, at the 1997 mid-term review (MTR), the country programme was restructured. A high-level ministerial committee recommended the redirection of virtually all UNICEF assistance to the regional and *woreda* levels. The MTR also recommended that future programmes follow the Western calendar year and not the Ethiopian fiscal year as was the case with the previous country programme.

10. Additionally, as a result of the MTR, new implementation guidelines, developed after negotiation between UNICEF and the Ministry for Economic Development and Cooperation, were issued in April 1998.

These guidelines refocused programme implementation at the regional level and served as a common platform for action; however, implementation stalled while they were being drafted. Then, from September 1997 to January 1998, all cash assistance from UNICEF to the Government ceased until adequate documentation had been received for the large amount of cash assistance that was unliquidated at that time. This resulted in a slowdown in programme implementation.

11. Because of the complexity of the country programme structure, involving microplanning at the *woreda* level, significant transactional work was required to manage the programme as a whole. Through the country programme, for example, the Ethiopia office produced 66 annual programme plans of action. In 1998, there were almost 3,000 separate cash and supply call-forwards. Logistical operations have also been complicated, with 55 distinct districts in the WIBS programme requiring supplies to be synchronized with cash disbursements.

12. Nonetheless, UNICEF Ethiopia recorded significant programme achievements, particularly in the first part of the programme period. The WIBS approach was developed and introduced in 55 districts. With UNICEF assistance, national water supply and sanitation policies were developed. Hundreds of water schemes were rehabilitated or constructed. A national women's policy was drafted, which led to the establishment of a national women's affairs structure. Coverage with the expanded programme on immunization (EPI) almost doubled to 67 per cent. A national communication institution for the training of development workers was established. UNICEF was instrumental in the development and adoption of new national and regional curricula and the new education policy, including a new girls' education promotion strategy.

Lessons learned

13. Several key lessons learned will have implications for the new "bridging" programme. First, constitutional changes have created an environment that is conducive to a human rights culture in Ethiopia, providing an opportunity for UNICEF to move towards a more rights-based approach. It has become evident, as well, that in order to meet the rights of children and women holistically in its targeted WIBS *woredas*, UNICEF must expand its programming into new areas, including action to address HIV/AIDS and malaria. Second, both UNICEF and the Government have recognized the need for joint programme planning. UNICEF must accelerate the process of relationship-building at all levels of federal and regional government, working to resolve

problems through collaborative action. Finally, there is also a clear need for organizational changes, including improved liquidation procedures to ensure that delays in cash

assistance to Governments do not impede programme implementation.

Recommended programme cooperation, 2000–2001

Estimated annual expenditure

(In thousands of United States dollars)

	2000	2001	Total
General resources			
Health and nutrition	2 954	4 108	7 062
Education	999	999	1 998
Water and environmental sanitation	793	793	1 586
Gender and development	173	173	346
Disaster mitigation	173	173	346
Woreda integrated basic services	5 093	6 246	11 339
Integrated planning, monitoring and evaluation	536	658	1 194
Cross-sectoral costs	3 459	3 460	6 919
Subtotal	14 180	16 610	30 790
Supplementary funds			
Health and nutrition	4 143	3 884	8 027
Education	1 864	2 072	3 936
Water and environmental sanitation	2 227	2 072	4 299
Gender and development	2 615	1 489	4 104
Disaster mitigation	52	52	104
Woreda integrated basic services	3 521	2 982	6 503
Integrated planning, monitoring and evaluation	78	99	177
Subtotal	14 500	12 650	27 150
Total	28 680	29 260	57 940

Programme preparation process

14. Recommendations concerning programme management were discussed at two consultative meetings held in June and September 1998, with the participation of all government partners at all levels. Subsequently, government partners and UNICEF staff developed programme proposals for the bridging period which were presented and reviewed during the annual review meeting in January 1999.

Programme objectives and strategy

15. The overall objective of this bridging programme is to assist the Government of Ethiopia in the progressive realization of the rights of every Ethiopian child to life, care, growth, health, nutrition, education, water, sanitation, participation and protection. These rights can only be fulfilled if children, women, families and communities are able to access and utilize available resources and basic services, and if gender disparities are reduced. The centrality

of basic services anchors this programme in human rights. Access to available resources and services, as articulated in article 4 of the Convention on the Rights of the Child, is also endorsed in the Ethiopian Constitution. Therefore, UNICEF will work with all of its partners towards the fulfilment of the social and economic rights of children and women. This will be achieved through the core strategies of rights advocacy, capacity-building at all levels and support for improved basic services delivery, all of which will work towards the empowerment of communities, including the promotion of demand for community-based services through WIBS programming and the enhancement of the provision of these services through nationwide initiatives.

16. UNICEF will anchor its work within regional development plans, and in federal policy and strategic frameworks. UNICEF will continue to work at both federal and regional levels, building capacity at the federal level, while at the same time supporting region- and *woreda*-driven development processes.

17. The next full country programme will begin in January 2002 so that its development will be concurrent with planning for the Government's next programme cycle commencing in July 2001. The United Nations Development Programme and the United Nations Population Fund have also initiated short-duration programmes ending in December 2001 to harmonize with the Government's next five-year development plan.

Health and nutrition

18. UNICEF will work to fulfil the rights of children and women to basic health services through specific health and nutrition projects. All of this is in line with the Government's HSDP, scheduled to complete its first five-year cycle in June 2001. The primary health-care system support project aims to meet women's and children's basic needs through the promotion of a minimum package of essential health services, thereby strengthening local capacity for health implementation in 20 targeted *woredas*. This will be reinforced by the safe motherhood project, aimed at reducing maternal morbidity and mortality. Through child health promotion and the Integrated Management of Childhood Illnesses, UNICEF will help combat diarrhoea and respiratory infections.

19. Programming objectives for EPI Plus include raising universal immunization coverage for children under one year old; polio eradication; the reduction of measles cases and deaths by one half; the elimination of neonatal tetanus in 30 WIBS *woredas*; and the elimination of vitamin A deficiency

in children under five years old. Other specific programming interventions will include salt iodization (aimed at iodizing 25 per cent of the salt produced in Ethiopia), iron deficiency and anaemia control, and the control of PEM.

20. The malaria control project aims to reduce malaria deaths by 20 per cent through the community-based promotion of insecticide-treated mosquito nets and training about malaria transmission and control. Another area of increased emphasis will be the HIV/AIDS project, focusing on primary prevention — mother-to-child transmission and adolescent infection — and targeting women of child-bearing age, pregnant women, and adolescents both in and out of school. All of these interventions are in line with wider HSDP programming.

Education

21. UNICEF efforts to promote basic education for all will contribute to the SDP process. ESDP works to improve education throughout the country and to ensure the right of all children to education, with an emphasis on enhancing the participation of girls in primary education. UNICEF work towards the fulfilment of educational rights will include: the development of basic educational opportunities for out-of-school children and adolescents; the promotion of child-friendly environments in schools; life skills training, including HIV/AIDS prevention; and the promotion of adequate care for children through parent/caregiver education. UNICEF will also work to improve capacities for school management and educational planning and to support the upgrading of teacher performance through focused professional development, in-service training and distance education. UNICEF will support regions in curriculum and instructional materials development, as well as in the assessment and monitoring of students' learning achievements. At the *woreda* level, UNICEF will promote the development of mechanisms to enhance community participation in school management, enabling communities to exercise their rights to be involved in their own educational development.

Water and environmental sanitation

22. In the past, UNICEF focused on policy development in the area of water and environmental sanitation (WES). Since the MTR, however, the WES programme has turned its attention to rural water supply and sanitation, focusing on providing access to these basic facilities at the community

level. Strategies have included school sanitation, hygiene education and the development of safe water supplies near the home. UNICEF support to water programming will centre on community managed and maintained facilities. Key to both water and sanitation activities will be the strengthening of regional and zonal capacities in sustainable safe water coverage and sanitation promotion; the development of frameworks for community-based approaches for water, sanitation and hygiene development; and strengthening links between hygiene education, sanitation and water supply.

Gender and development

23. The gender and development programme advocates for the promotion of women's rights to improve their socio-economic conditions, promote gender-conscious participatory planning, advocate against harmful traditional practices, and establish systems for the protection of street children. FGM and other harmful traditional practices are not only health hazards, but also human rights violations. Specifically supported activities will include gender promotion and advocacy against harmful traditional practices. Another area of programming emphasis will be children with special protection needs, promoting more effective data collection and analysis in this area, and utilizing the currently favourable conditions in the country for child rights.

Disaster mitigation

24. Disaster mitigation programming will have an ongoing focus on preparedness activities, while also maintaining a readiness for emergency response, particularly in light of the conflict between Ethiopia and Eritrea. This continuing crisis, with growing numbers of displaced persons in the north of the country, will remain a priority area of concern and activity.

Woreda integrated basic services

25. WIBS focuses on establishing sustainable, integrated systems at the local level to fulfil the rights of children and women to basic services. WIBS provides access to local resources in a multisectoral, decentralized way, fulfilling the rights of communities to health, education, water and a clean environment. WIBS complements nationwide programming, focusing on community-level sensitization, gender

mainstreaming, communication and social mobilization to promote processes of behavioural change. WIBS supports regional government efforts, largely through Bureaux of Planning and Economic Development, to promote demand for basic social services and to enhance capacity for the delivery of those services through nationwide programming.

26. The WIBS programming strategy is particularly appropriate in the current Government move to regionalization. Through support to integrated *woreda*-level activities, UNICEF promotes capacity-building at the grass-roots level of Ethiopian governance, improving *woreda*-level abilities in the collection and use of data, planning, coordination, monitoring and evaluation. Vital to this is the empowerment of communities to be involved in the assessment, analysis and positive alteration of their own behaviours and situations. WIBS provides an essential package of interventions which can be tailored to the specific needs of women and children within a particular *woreda*. Although currently focused on only 55 selected *woredas* in the country, the aim of WIBS is to develop models for replication among other *woredas* in the future and to ensure community ownership of programming and innovation in addressing their primary needs.

Integrated planning, monitoring and evaluation

27. UNICEF will support the Bureaux of Planning and Economic Development at the regional level, and newly created District Development Offices at the *woreda* level, in database development, the use of household surveys and the use of geographic information systems applications for integrated planning. Information management systems will be strengthened at regional, zonal and *woreda* levels and emphasis will be given to the collection and management of gender-disaggregated community-level information. At the *woreda* level, the involvement of communities in the collection and analysis of information will empower them to be able to work towards the fulfilment of their own rights. Regionally, support for information management at the Bureaux will assist efforts to integrate nationwide and WIBS programming at the regional level. At the central level, UNICEF will also assist the Multilateral Department of the Ministry for Economic Development and Cooperation to enhance its capacity for regional support and monitoring of overall social sector programme implementation. Overall, improved monitoring, evaluation and reporting will enhance programme accountability, which is fundamental to a rights-based approach.

Programme communication

28. Communication is a key programme component, cutting across all sectors and helping to mobilize allies, change attitudes and behaviours among target groups, and build alliances with key partners at all levels of government and in civil society. The WIBS programme will benefit from intensive communication inputs through the mobilization of community-level partners and the development of materials and messages tailored for specific targets. Nationwide efforts will focus on communication capacity-building at national and regional levels.

Collaboration with other partners

29. The Organization of African Unity and the United Nations Economic Commission for Africa, both headquartered in Addis Ababa, are among the strongest continental partners of UNICEF; the Liaison Unit maintains daily working relations with both bodies. Strong operational ties also exist with other United Nations agencies. The United Nations response to the current emergency is a single but significant example of effective collaboration. The SDPs have formalized and broadened the basis of collaboration with bilateral and non-governmental organizations in the health and education sectors. Current operational relationships exist with several of them, including Save the Children Alliance, Global 2000 and the National Committee on Traditional Practices.

Programme management

30. Responsibility for overall coordination of the UNICEF-assisted programme rests with the Ministry for Economic Development and Coordination. Line ministries coordinate nationwide programmes within the broad policy environment. Regional sectoral bureaux implement nationwide programmes under the coordination of the regional Bureau of Planning and Economic Development. For WIBS, the *woredas* are responsible for project management, implementation and reporting. Since 95 per cent of UNICEF resources are utilized in the regions, all UNICEF programme staff are members of regional support teams to ensure effective intersectoral planning and implementation for both nationwide and WIBS programmes.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : ETHIOPIA
PROGRAMME : 2000-2001

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET					POSTS a/										STAFF COSTS b/		
	GR	FSF	NSF	TOTAL		D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	MP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES :																		
HEALTH AND NUTRITION	7,061,699			7,061,699		0	0	0	0	0	0	0	0	0	0	0	0	0
WATER, ENVIRONMENT AND SANITATION	1,585,166			1,585,166		0	0	0	0	0	0	0	0	0	0	0	0	0
BASIC EDUCATION	1,997,968			1,997,968		0	0	0	0	0	0	0	0	0	0	0	0	0
PLANNING, MONITORING & EVALUATION	1,193,514			1,193,514		0	0	0	0	0	0	0	0	0	0	0	0	0
DISASTER MITIGATION	346,754			346,754		0	0	0	0	0	0	0	0	0	0	0	0	0
GENDER AND DEVELOPMENT (GAD)	346,754			346,754		0	0	0	0	0	0	0	0	0	0	0	0	0
CROSS-SECTORAL COSTS	6,919,800			6,919,800		0	0	3	4	2	0	9	14	32	55	2,511,295	1,165,339	3,676,634
REGION 14	618,454			618,454		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 12	206,153			206,153		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 3	2,061,517			2,061,517		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 6	412,305			412,305		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 5	618,454			618,454		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 13	206,154			206,154		0	0	0	0	0	0	0	0	0	0	0	0	0
DIRE DAWA	206,154			206,154		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 4	3,710,722			3,710,722		0	0	0	0	0	0	0	0	0	0	0	0	0
SOUTHERN PEOPLES REGION	2,061,517			2,061,517		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 1	824,610			824,610		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 2	412,305			412,305		0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL GR	30,790,000			30,790,000		0	0	3	4	2	0	9	14	32	55	2,511,295	1,165,339	3,676,634
SUPPLEMENTARY FUNDING :																		
HEALTH AND NUTRITION				7,730,000		0	0	0	0	0	0	0	0	0	0	0	0	0
WATER, ENVIRONMENT AND SANITATION				4,140,000		0	0	0	0	0	0	0	0	0	0	0	0	0
BASIC EDUCATION				3,790,000		0	0	0	0	0	0	0	0	0	0	0	0	0
PLANNING, MONITORING & EVALUATION				170,000		0	0	0	0	0	0	0	0	0	0	0	0	0
DISASTER MITIGATION				100,000		0	0	0	0	0	0	0	0	0	0	0	0	0
GENDER AND DEVELOPMENT (GAD)				3,955,000		0	0	0	0	0	0	0	0	0	0	0	0	0
CROSS-SECTORAL COSTS				1,000,000		0	0	0	1	2	0	3	3	2	8	768,085	162,289	930,374
REGION 14				500,000		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 12				1,000,000		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 3				490,000		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 6				700,000		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 5				200,000		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 13				200,000		0	0	0	0	0	0	0	0	0	0	0	0	0
DIRE DAWA				200,000		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 4				990,000		0	0	0	0	0	0	0	0	0	0	0	0	0
SOUTHERN PEOPLES REGION				990,000		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 1				694,000		0	0	0	0	0	0	0	0	0	0	0	0	0
REGION 2				500,000		0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL SF				27,149,000		0	0	0	1	2	0	3	3	2	8	768,085	162,289	930,374
TOTAL GR & SF	30,790,000			57,939,000		0	0	3	5	4	0	12	17	34	63	3,279,380	1,327,628	4,607,008
SUPPORT BUDGET																		
				900,600														
				Operating costs														

TABLE
LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : ETHIOPIA
PROGRAMME : 2000-2001

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET													POSTS a/										STAFF COSTS b/			
	GR	FSF		NSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL									
		Staffing																									
GRAND TOTAL (GR + SF + SS)						1	0	5	6	5	0	17	20	49	86	4,837,388	1,834,427	6,671,815									
Number of posts and staff costs:																											
Current programme cycle																											
At the end of proposed programme cycle (indicative only)																											
												16	18	49	83	4,837,388	1,834,427	6,671,815									

GR = general resources.

SF = supplementary funding.

FSF = funded supplementary funding.

NSF = new supplementary funding.

IP = international Professional.

MP = national Professional.

NP = National Professional.
GS = General Service.

ST
BS
ST
BS

as a supply budget.

Each post, regardless of its funding source, supports the country programme as a whole.

by/ Excludes temporary assistance and overtime.