

VI. ETHIOPIA: A CASE STUDY OF COUNTRY LEVEL AID COORDINATION

Note: This section of the report is not meant as a comprehensive case study of aid coordination in Ethiopia. While such a study could be very valuable, it should be done by the Government or in close collaboration with the Government.¹ This brief case study was done as a result of a short mission to Ethiopia during which a total of 13 interviews were conducted with representatives of donor agencies as well as government officials and a number of documents were collected. Because of the time constraints and the timing of the mission (just prior to two Joint Donor Missions for the Health and Education Sector Development Programs), the case study provides more information on these sectors than in other activities donors are involved in. In addition, an effort has been made to use this case study to illustrate some of the points made in the previous sections

ACRONYMS and ABBREVIATIONS:

ADLI	Agricultural Development-Led Industrialization
CDPP	Commission for Disaster Prevention and Preparedness
CJSC	Central Joint Steering Committee
DAG	Development Assistance Group
DG/ESDP	Donor Group for the ESDP
EDGE	Education Discussion Group for Ethiopia
ESDP	Education Sector Development Program
FDRE	Federal Democratic Republic of Ethiopia
GOE	Government of Ethiopia
HSDP	Health Sector Development Program
MEDaC	Ministry of Economic Development and Cooperation
MOE	Ministry of Education
MOF	Ministry of Finance
PMO	Prime Minister's Office
PPD	Project and Planning Department (central ministries)
RSC	Regional Steering Committee
SDPs	Sector Development Programs
SSDPs	Social Sector Development Programs
TGE	Transitional Government of Ethiopia

A. ECONOMIC AND POLITICAL BACKGROUND: ETHIOPIA IN THE 1990S

1. Political developments:

Following the fall of the previous government in May 1991, a National Conference on Peace and Democracy was held in July 1991, which set up a Transitional Government (TGE) and a Council of Representatives. The Transitional Charter adopted by the conference provide for decision-making to be decentralized to regional administrations, within a federal structure, introducing multi-party politics and an independent judiciary. Following national elections in May 1995, the Federal Democratic Republic of Ethiopia (FDRE) was established in August 1995, replacing the TGE.

2. Long and medium-term development strategies:

Ethiopia's primary development goal is to eradicate poverty and promote sustainable and equitable development. The country's long term development strategy is to structurally transform the economy through what is termed the "agricultural-development-led industrialization" (ADLI) strategy. The goal of ADLI is to achieve rapid economic growth by improving the productivity of peasant agriculture and building an export-oriented agro-based industrial sector that is labor intensive and which utilizes local raw materials.²

A medium term development strategy, the Action Plan for Development, Peace and Democracy has been issued by the Government to guide development for the coming years. Decentralization, through the regionalization program is seen as the main vehicle for ensuring lasting peace and security, participatory and equitable development, and improved governance.³

Economic reforms since 1992 have been aimed at transforming a Marxist /command economy into a market based economy. This has been done within the framework of a Structural Adjustment Program (SAP) launched in 1992 by the Government with the support of the World Bank/ IMF, as well as other multilateral and bilateral donors.

Since then, the Government has prepared and implemented a series of three-year rolling, Policy Framework Papers (PFPs). The Government has developed a range of national policies covering the following areas:

- disaster prevention and management
- population
- women
- food and nutrition
- conservation

- education
- health

These policies clearly indicate the government's commitment to reducing poverty and encouraging sustainable human development.

B. COORDINATION MECHANISMS:

Consultative Group Meetings:

Ethiopia is a Consultative Group country. The first CG meeting was held in Paris in November 1992. The TGE presented its Policy Framework Paper during this meeting. In March of 1994, a second CG meeting was held, again in Paris. During both meetings, the donors were very supportive of the TGE's adjustment policies as contained in the New Economic Policy and pledged US \$1.1 billions during the 1994 CG meeting.

The third CG meeting was held in Addis Ababa on 12 December 1996. The meeting (the first to held in Africa) was chaired by Mr. Callisto Madavo, the World Bank's Regional Vice President for Africa and attended by about one hundred representatives of the donor governments and international organizations. During this meeting, the Government presented sector development programs in education and in health, as well as a food security strategy. The donors pledged a total of US \$2.5 billions for the education and health sector development programs.

MEDaC (Ministry of Economic Development and Cooperation):

The Ministry of Economic Development and Cooperation has the overall responsibility for economic planning and external resource coordination. MEDaC not only ensures the consistency of sectoral and regional plans to national objectives and priorities, but also has overall responsibility over the allocation and management of the capital budget, while the responsibility of the Ministry of Finance is limited to the recurrent budget. The Prime Minister's Office (PMO) provides overall guidance in the planning process at both the central and regional levels.

Ambassadors' Meeting

This is a meeting of the Ambassadors of the major donor countries. The discussions cover both political and economic aspects of developments in the country. It is attended by the Ambassadors.

DAG (Development Assistance Group)

The DAG meets monthly and discusses a broad range of development assistance issues. In contrast to the Ambassadors' Meeting, the DAG does not discuss political issues. It is attended by heads of donor agencies and chaired by the World Bank. The

purpose of this group is to shape consensus among donors and facilitate the building of a common front or agenda when facing the government.

This should not necessarily be interpreted as “ganging up”. To a large extent, the Government of Ethiopia has encouraged coordination among donors and has preferred to deal only with a limited number of donors representing the larger donor community.

Education Sector Coordination Groups:

- **EDGE (Education Discussion Group for Ethiopia)**

EDGE is a forum for discussion, sharing of information and exchange of views. It is attended by a broad range of actors from the Government, the donor community as well as the NGO community active in education.

- **DG/ESDP (Donors Group for the Education Sector Development Program)**

The Donors Group for the Education Sector Development Program is a newly formed group intended to strengthen coordination of activities among donors actively engaged in the Education Sector Development Program (ESDP).

- **CJSC (Central Joint Steering Committee) and RSC (Regional Steering Committees)**

The CJSC is a recently formed body intended to serve as the main coordination mechanism for the ESDP. In addition, each of the ten regions of the country and Addis Ababa will have a Regional Steering Committee. Terms of reference have been drafted and are under discussion. The CJSC is chaired by the Ministry responsible for the social sectors in the Prime Minister’s Office (PMO). The Minister of Education (MOE) is the secretary, supported by the MOE’s Planning and Project Department (PPD). It is expected that a similar Steering Committee structure will be put in place for the Health Sector Development Program (HSDP).

HPN Group (Health, Population and Nutrition)

This is a group dealing with health, population and nutrition issues that meets on a monthly basis. It is attended by technical staff from donor agencies (both bilateral and multilateral). The meetings are chaired by USAID.

Roads Sector Coordination Group

In the roads sector, the ERA (Ethiopian Roads Authority) organizes coordination meetings with donors. Since the number of donors to this sector is more limited than in other sectors, coordination is less complex. In addition, the sector lends itself to less complex operations than the social sectors. The major donors to the roads sector are the World Bank and the European Commission. In addition to these ERA-led meetings, the EC organizes meetings at the technical level.

Food Security Coordination Group

The Food Security and Agriculture Committee is chaired by the European Commission and is comprised of bilateral agencies, multilateral agencies and NGOs. During the December 1996 Consultative Group meeting, the GOE presented a Food Security Strategy. Since then, the Government has been working on developing more detailed strategies at the regional level. These were recently presented to the donor community and have been discussed within the Food Security and Agriculture Committee. The Food Security and Agriculture Committee is a forum for donor coordination. Donors have been discussing the regional strategies presented by the Government with a view to build a consensus around comments or a response to the Government's request for assistance.

In addition, in December 1997, the Government launched an appeal for food aid. The same Food Security and Agriculture Committee is responsible for looking at the methodological issues involved in calculating the actual needs in food aid and for coming up with a coordinated donor response.

CDPP (Commission for Disaster Prevention and Preparedness)

The Commission for Disaster Prevention and Preparedness (CDPP) is responsible for coordination of NGOs delivering emergency and humanitarian relief assistance. It is responsible for establishing rules for NGOs to follow and ensuring that NGO activities benefit the people of Ethiopia.

UN System Coordination:

The Resident Coordinator system is well established in Ethiopia. The UNDP Resident Representative is responsible for the Resident Coordinator System. It has recently gathered momentum as a result of a push in New York, led by the Secretary-General, for increased coordination among UN agencies.

The heads of UN agencies meet regularly to 1) ensure complementarity of activities; 2) ensure that all agencies are implementing the UN mandates and following up on all the UN Conferences and Initiatives; 3) build consensus around a common response to the Government of Ethiopia.

The UNDP prepares the Development Cooperation Report. The latest, and third edition of the report for Ethiopia was published in July 1997. It covers the period 1991-1995. Beyond the delays in publishing the report, the contents also have some problems, many of which are acknowledged in the introduction.⁴

European Union Coordination:

There is a meeting of the EU members and the EC (European Commission) at the level of Head of Mission that meets on a regular basis. There is a lot of ongoing informal exchange of information and informal coordination among EU members and the EC. In addition, the EU members and the EC participate in other coordination meetings with other donors, such as the DG/ESDP or HPN group.

The EC has no clear mandate when it comes to the coordination of development assistance. To the extent that policy coordination occurs, it is at headquarters level and not in the field. In the field, coordination between EU members and the EC is a matter of exchange of information.

Initially, under direction from Brussels, the EC and EU members created and “Operational Coordination Meeting” at the technical level. The meeting was chaired by the EC. Under this framework, sectoral coordination groups were created. These groups in health and education have now been merged with the donor groups (DG/ESDP and HPN group) which include non-EU members. What remains is a “General Policies Sub-committee that discusses EU/EC issues such as the Green Paper or conditionality.

Within the donor groups in health and education, there is a EU focal point. For example, Sweden is the EU focal point for education and Italy is the EU focal point for health.

B. UNDERSTANDING AID COORDINATION IN ETHIOPIA

This section takes the information collected in Ethiopia and frames it within the context of the analytical framework developed in Chapter II: Understanding Aid Coordination.

1. Increasing the effectiveness of aid

The Government of Ethiopia is clearly concerned with aid effectiveness and strongly believes in aid coordination as a means of increasing aid effectiveness. The Government’s perspective on aid coordination and management is clearly stated.

BOX 12: Government of Ethiopia's Perspective on Aid Coordination and Management

Aid coordination in Ethiopia is increasingly understood in terms of the planning and integration by government of external assistance into national development goals, strategies and programmes. The management aspect relates to the effective implementation of development programmes. It is the strong belief of the government that it is responsible and capable of coordinating external assistance and that externally funded programmes be nationally owned, directed and controlled, and the establishment of priorities, achievement of development programmes and sustainability of results produced are the responsibility of the government.

Government ownership and management of programmes is a pre-requisite for sustainability. Any externally funded program should not create a new structure of management but should be integrated and be based on existing government structures so that when externally funded programmes terminate the government structure will readily absorb and continue the program activities with or without donor support. There is, therefore, the issue of shifting from donor management to that of government institutions and national entities.⁵

The government is also strongly in favor of sector development programs. As stated in an article published in MEDaC's quarterly journal:

The advantages of channeling external resources to the priority sector programmes of the government is apparent. It avoids duplication of efforts by various donors in the same sector and ensure complementarity of donor inputs; achieves maximum impact by moving away donor driven and piece meal approaches; ensures that these programmes are owned and directed by the government and bring about sustainable results; and help government to determine resource gaps and thus make resource mobilization efforts.⁶

2. Decreasing the burden put on the government by uncoordinated donor activities

Given the Government's recognized limited capacity, it is essential that donor requirements do not create additional work for the Ministries and regional authorities involved. In addition, given the scope and complexity of the sector development programs being planned and the number of donors involved, it is essential that some harmonization of requirements and procedures be agreed upon for the implementation stage

Harmonization of donor procedures is not something that can be dealt with in the field. It must be addressed at headquarters. Whatever is decided upon at headquarters will then be implemented in the field. As a result, there is a lot of skepticism in the field, regarding what can be achieved in terms of harmonization, especially when it comes to procurements and financial management. Even harmonizing monitoring and evaluation is a

complex matter. Each bilateral agency has its own criteria and evaluation methods that provide data from each country operations. It will be difficult to change the method and criteria for a single country or adopt different criteria and methods in each country.

The extent to which the donors will demonstrate flexibility remains to be seen. In addition, the extent to which donors will be able to demonstrate the same level of flexibility remains to be seen. Some donors are more flexible already and harmonization would not require a drastic reform effort from them. Others are much less flexible and may require complete restructuring.

A study of "Harmonization requirements and procedures among potential funding agencies supporting Education and Health Sector Development Programmes in Ethiopia will be conducted at the end of February 1998 (funded by SIDA). The terms of reference for the study state the following:

All parties have agreed that it is critical that the projected investments have an efficient implementing, coordinating and monitoring mechanism. The Government has expressed deep concern over the various requirements put forward by the funding agencies. These demands refer to planning procedures, project justification and format, accounting, monitoring, reporting, auditing and evaluation. Furthermore, the agencies often have special requirements regarding tendering both for construction and procurement. The great number of these specific requirements is rightly said to create an additional work load for the Ministries and to the local government agencies.

The study will limit itself to monitoring, reporting and evaluation requirements and will both identify existing requirements and make suggestions regarding common arrangements.

It should be noted that priority support for the ESDP should also have an impact on the Health Sector Development Program (HSDP) in Ethiopia, which is slightly lagging behind.

3. Degrees of coordination

It is clear from the aid coordination mechanisms described above that some of them involve simple exchanges of information and discussions, others involve building consensus around a donor response to the government and others in the process of forming now will involve close coordination of activities during the implementation of the SSDPs.

4. Coordination at different levels

Although this case study looks specifically at field level coordination, it is clear that coordination at headquarters level is also an important aspect of coordination. For example, harmonization of requirements and procedures in Ethiopia for the SSDPs would not be in the process of happening if there had not been some action and agreement at headquarters level within the EC, the DAC and the SPA to push for common arrangements

(or at least studies to determine the extent to which common arrangements will be possible).

In addition, Ethiopia is an interesting case to the extent that it illustrates clear linkages between the international and regional frameworks and the country level frameworks. For example, Ethiopia is a focus country for the implementation of the UN Special Initiative on Africa (UNZIA). In this respect, the Government has selected the areas of Health, Education, Water Resources Development and Sanitation, and good governance, as the areas where it will focus attention within the framework of the UNZIA. The UN agencies, including the World Bank, held a retreat in March 1997, to map out a strategy for supporting the Government in implementing the UNZIA. In Education and Health, the UNZIA is being implemented within the framework of the Sector Development Programs.⁷

In addition, within the SPA framework (Special Program of Assistance), the Economic Management Working Group had been trying to address the issue of developing common implementation arrangements. During the December 1997 semi-annual meeting of the SPA, a number of focal sector operations were selected for priority support. Ethiopia's Education Sector Development Program (ESDP) is one of the four operations that have been selected.⁸

5. Coordination by whom? Partnership, ownership and capacity.

Ownership of the Sector Development Programs in health and education, which are the two sectors with the most complex and elaborate aid coordination mechanisms, is clearly in the hands of the Government of Ethiopia. The expression used in Ethiopia is "the Government is in the driver's seat", meaning that the programs are Government driven.

This is a case of transferred ownership. The idea of the Sector Development Programs was introduced by the World Bank. The Government found the concept very much to its liking and the two have been working in concert in developing the programs. Originally, ownership within the Government of Ethiopia resided purely in the Prime Minister's Office (PMO). After the education and health programs were presented at the 1996 Consultative Group Meeting, the Government found itself under pressure from donors to transfer ownership and responsibility to the respective Ministries of Education and Health.

While it is true that the Government is clearly committed to human resources development in the form of the education and health sector programs, there are some signals that would indicate that ownership does not guarantee success. Ownership without capacity could lead to a lot of disappointments.

As one donor representative pointed out, the Government is seating in a Rolls Royce but it cannot afford the gasoline for it. In other words, the Government has developed (with donor assistance and a great deal of World Bank support) ambitious programs. Now that the programs are getting closer to being ready for financing by donors, questions regarding the implementation arrangements are surfacing.

In the context of the Joint donor missions led by the World Bank to assist the Government in developing and finalizing the Central and regional plans for the SDPs, the donors have tried to insist on the need for Government counterparts to work with the foreign consultants. The Government, however, has argued that the human resources at its disposal are very limited and that they cannot be spared for these joint donor missions. On the other hand, it can be argued that without a transfer of skills, the Government will never be in a position to manage the SDP process on its own. At the same time, the consultants can benefit from the local counterparts' knowledge and understanding of the local conditions.⁹

Deficiencies in the Ethiopian Government Work Force:

Unlike most other African countries, Ethiopia has a very small civil service. A large number of posts are vacant. Skilled government workers are in short supply. Many of those who are skilled get hired by the donor community, NGOs, or the private sector. The level of compensation for government workers is very low, making other forms of employment much more attractive.

Strengthening the regional authorities to enable them to handle their own affairs and address socio-economic problems is a key objective of Ethiopia's decentralization policy. At this point in time, however, there seems to be a gap between the regions capacities and what is expected of them.

A number of donor representative interviewed in January 1998 noted that there are already visible progress in terms of increased capacity within the Government. Staff turnover is stabilizing and a number of Ethiopians in their 30s who were sent to study in foreign institutions during the Derg period are now coming back with needed skills. Clearly, the issue of government capacity is linked to the ongoing civil service reform and its long-term impact.

Uncertainties regarding financial planning:

While the Government's commitment to the social sectors cannot be doubted, the Government's ability to come up with its share of the budgets for the programs (75% in education) is more problematic. If the economy continues to be growing and there is no major drought, then, the Government should be able to commit the funds. Otherwise, the plans will have to be scaled down.

There are also uncertainties regarding the donors' pledge of 2.5 billion dollars during the 1996 Consultative Group meeting. Given some of the donors' concerns with the lack of transparency and accountability on the part of the Government and the low absorption capacity of the country, it is likely that funds will flow slowly.

6. Politics and Incentives of coordination

The World Bank

The World Bank is clearly the main coordinating actor in Ethiopia. It is very much involved in the three major sector programs (Health, Education and Roads). The World Bank's Task Managers for the Health and Education sectors have been described as very strong. Given the focus given to the SDPs in the country and the fact that the idea for such programs was introduced by the Bank and has since been strongly supported by the Bank, there is a strong interest for the Bank to see these programs succeed. Success, however, depends on the cooperation of all other donors. As a result, the Bank is taking its coordination role very seriously.

Other multilateral donors:

Overall, UNDP does not have much power as a coordinator of all donors. Ethiopia is a Consultative Group country and therefore the World Bank is the agency with more coordinating responsibility. While UNDP is the largest provider of technical cooperation (16.9 % of total technical cooperation in 1996), the World Bank (IDA) is by far the largest provider of net ODA (15% of total ODA in 1996) and UNDP is only the tenth largest provider of net ODA in the country (1996). Some within the donor community would prefer to see UNDP assume a greater coordination role because of it is perceived as more neutral (and having less at stake) than the World Bank.

Bilateral donors:

Generally speaking, the bilateral donors are more skeptical about the whole sector development approach than all other stakeholders. They are the ones who have the most to lose in terms of their ability to put their individual flags on specific projects. In the short to medium term, however, pooling of funds into a common basket is not going to be possible and the bilaterals will still be able to identify specific projects to finance.

A second concern of all the donors, and more specifically the bilateral donors is the lack of capacity within the Government to implement the programs with the required effectiveness, transparency and accountability. To address capacity issues, the donors are insisting on providing technical assistance. Such assistance, however, is regarded with suspicion by the Government and accepted only after great scrutiny and negotiations.

The Government of Ethiopia

The Government of Ethiopia is clearly in favor of aid coordination and has selected the Sector Development Program approach to ensure 1) its own control over the direction of programs supported by external assistance (for example, to ensure equity among the 11 regions); 2) coordination among donors to ensure complementarity; 3) comprehensive coverage of priority sectors. The Government has found a powerful ally in the World Bank in pushing for greater coordination and has asked repeatedly for the donors to use a common basket approach (i.e., pooling of funds). While the Government is absent from a number of technical coordination meetings, it is attempting to keep a strong control over the central coordination mechanisms which are being developed for the implementation of the SDPs in health and education. In the CJSC, the Government has suggested that donor representation should be limited to 3 donors who are responsible for representing all donors involved in the sector. In a sense, the Government is encouraging “donor coordination” as a means of limiting the number of donors it has to deal with and strengthening its bargaining power in a forum (the CJSC) where it will outnumber the donors. In the Education CJSC, for example, the Government is represented by 7 different agencies and donor representation is limited to three donors. Not surprisingly, the donors not represented are expressing concerns over the composition of the CJSC.¹⁰

7. Social Sector Development Programs in Ethiopia

As already noted, during the December 1996 Consultative Group Meeting, the GOE presented five-year sector development programs for health and education.¹¹ The Government was fully convinced of the need for a sector approach to address the need to expand basic services in health and education.

As noted in a recent World Bank report on the implementation of sector development programmes, “SDPs in Ethiopia are a very complex undertaking. They simultaneously involve: (a) development of an integrated strategy addressing in their entirety the two most important social sectors; (b) coordination between the Federal Government and 11 regional entities; and (c) a new approach to the management of aid relationships.”¹²

During 1997, the Government and leading donors have worked jointly to elaborate the SDPs. Following is a list of major events in the preparation process for the SSDPs. The preparation process for the SSDPs in Ethiopia has been much shorter than for other SDPs.¹³

Late in 1997, a consultant was contracted by the World Bank to provide a study of the “Institutional Framework for the SDPs in Ethiopia.” Given the complex and still evolving nature of the Federal and Regional government institutions, it was important to

provide some detailed analysis of the framework within which the SDPs will have to operate during the implementation stage.¹⁴

BOX 13: Main steps in the preparation of the SSDPs in Ethiopia

December 1996:	Presentation of the ESDP and HSDP to the Consultative Group meeting in Addis Ababa.
March 1997:	Government-led workshop on Ethiopia Social Sector Investment Programs and Indicative Budget Support of Donors.
May 1997:	First Education Joint Donor Technical Assistance Mission (JDTAM)
Sept/October 1997:	Second Education Joint Donor Technical Assistance Mission
Oct/November 1997:	First Health JDTAM
February 1998:	Third Education JDTAM, appraisal mission.
February 1998:	Second Health JDTAM.

CONCLUSION:

Ethiopia is a country currently the focus of a lot of attention from the international donor community. In that context, it is also the focal point for innovative aid coordination efforts. It will be necessary to closely monitor the evolving situation in that country to learn from its efforts and see the extent to which greater coordination can be achieved not only at the planning stage but also during implementation of the sector development programs.

This case study has also demonstrated the need for government ownership and leadership of the aid coordination process. In the absence of capacity, however, leadership is very difficult. Therefore, capacity building should be a priority of the donor community.

ENDNOTES: SECTION VI

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- ¹ Mr. Gezachew Bizuahyu, Team Leader, Multilateral Cooperation Department of MEDaC has already developed an outline for such a study and was hoping (as of late January 1998) to find support from the OECD or UNDP to complete the study.
- ² TGE, "An Economic Development Strategy for Ethiopia.", February 1994.
- ³ "Action Plan of the EPRDF for Development, Peace and Democracy," (Unofficial translation, September 1995).
- ⁴ UNDP, Development Cooperation Ethiopia: 1995 Report, September 1997.
- ⁵ MEDaC, The Ethiopia Pilot (<http://www.info.usaid.gov/gk97/ethiopia.htm>).
- ⁶ Gezachew Bizuayehu, "Aid Coordination: The Ethiopian Experience," Vol. 2, No.2 (April-June 1997).
- ⁷ UNDP, Development Cooperation Ethiopia: 1995 Report, September 1997, p. 11.
- ⁸ The other focal operations are Zambia's Health program, Mozambique's Agriculture program and Cote d'Ivoire's Health program.
- ⁹ Minutes of the HPN Donor Group Meeting - January 22, 1998.
- ¹⁰ Interviews in Addis Ababa, Ethiopia, January 1998.
- ¹¹ See FDRE, November 1996, Education Sector Development Programme (1997-2000), and FDRE, November 1996, Health Sector Investment Programme for Ethiopia.
- ¹² Stephen Lister, "SDP Implementation Consultancy: Draft Report", p. 1 (December 1997).
- ¹³ Both the Zambia Health Sector Support Project (HSSP) and the Ghana Health Sector Improvement Programme had a preparation period of four years (See Oxford Policy Management, January 1997, Sector Investment Programmes in Africa: Issues and Experience - Evidence from Case Studies, Case studies prepared for the Seminar on Sector Investment Programmes, SPA Donors' Meeting, Paris, December 16, 1996; and Ghana/DfID, 17 April 1997, Ghana: Health Sector Improvement Programme (HSIP)- Support to Ministry of Health's 5-Year Programme of Work 1997-2001, MOH, Accra & DfID, London).
- ¹⁴ Stephen Lister, "SDP Implementation Consultancy: Draft Report," December 1997.

VII. CONCLUSION

In trying to understand aid coordination in Africa, this study had identified three distinct types of coordination frameworks: Consensus building frameworks, intermediate frameworks for operationalization, and implementation frameworks at the country level.

As already noted, most studies of aid coordination focus on the country level. However, country level coordination would be very limited if the two other levels of coordination did not exist. The consensus building frameworks are essential to bring all the parties to come to an agreement regarding priorities for Africa's development and the principles that will guide development assistance to Africa. The intermediate, operationalization frameworks are also essential in taking apart the broad consensus reached, breaking it into more manageable pieces and addressing the more specific issues of how the goals will be reached, who will do what among the development partners, and how the principles agreed upon will actually be applied in practice. On the following page, a wide range of frameworks discussed throughout this paper are located within the diagram previously presented as Figure 2 in section II.

FIGURE 3: MAKING SENSE OF AID COORDINATION FRAMEWORKS: SPECIFIC EXAMPLES:

DONOR OWNERSHIP	JOINT OWNERSHIP	AFRICAN OWNERSHIP
<p><i>Consensus building among donors:</i></p> <ul style="list-style-type: none"> ● World Bank's SPA ● DAC (New Development Strategy) ● EU's European Commission 	<p><i>Global consensus:</i></p> <ul style="list-style-type: none"> ● UNSIA ● Global Conference (Education for All) ● TICAD 	<p><i>Consensus among African Countries</i></p> <ul style="list-style-type: none"> ● Cairo Agenda for Action ● Abuja Treaty
<p><i>Operationalization through donor driven frameworks</i></p> <ul style="list-style-type: none"> ● SPA's Working Group on Economic Management ● EU's Horizon 2000 ● World Bank's work on SIPs 	<p><i>Operationalization through UN system and global partnerships</i></p> <ul style="list-style-type: none"> ● UN System coordination ● ADEA 	<p><i>Operationalization through African regional organizations</i></p> <ul style="list-style-type: none"> ● OAU/AfDB/ECA Joint Secretariat ● SADC
<p><i>Donor coordination at the country level</i></p> <ul style="list-style-type: none"> ● DG/ESDP (Ethiopia's donor group for Education) 	<p><i>UN System Coordination at the country level</i></p> <ul style="list-style-type: none"> ● Resident Coordinator System ● World Bank-led coordination for Sector Development Programs ● Consultative Group meetings ● Round Tables 	<p><i>Government-led coordination at the country level</i></p> <ul style="list-style-type: none"> ● Botswana's example ● CJSC (see Ethiopia case study)

Lessons of this study for all donors:

- Aid coordination is a multi-dimensional, complex undertaking. A better understanding of all the existing coordination frameworks by all development partners would be useful. Most individuals involved in development for Africa, whether within bilateral development agencies, multilateral agencies, NGOs or African governments are only involved (if at all) in a small number of these frameworks and may have a limited understanding of the linkages (potential or realized) among all the frameworks. There is therefore a need for greater information exchange within donor agencies as well as within recipient governments, among the many departments and individuals responsible for distinct frameworks.
- Some of the horizontal linkages between consensus building, operationalization frameworks and implementation frameworks at the country level are clear (some specific examples are provided in appendix C, focusing on the education sector and harnessing information technologies for development). In other areas, however, consensus building frameworks have been developed that do not have clear linkages to existing frameworks at the operationalization or implementation level. It is important when considering the establishment of new coordination frameworks or the reform of existing frameworks, to take into account their position in the web of frameworks as well as their specific purpose.
- Aid coordination at the country level should be the responsibility of African governments. The consensus is that donor driven coordination efforts are no longer appropriate. This should not absolve donors from any responsibility regarding coordination. Donor coordination will remain necessary to the extent that its purpose is to work out common arrangements among donors that are meant to reduce the burden placed on recipient governments by a multitude of donor procedures and requirements.
- Previous studies have emphasized aid coordination at the country level, often based on the assumption that the global level conferences did not have much impact on field activities. This study has tried to show that each level of coordination, as identified with the three types of frameworks (consensus building, operationalization, and implementation) has an important role to play. While aid coordination at the country level is critical, it is important not to neglect the other two levels. What is even more important is the creation of linkages between the consensus building frameworks and the country level implementation frameworks. That is where the intermediate operationalization frameworks become key.

APPENDIX A: LIST OF PEOPLE INTERVIEWED

Ambassador Ahmedou Ould-abdallah
Global Coalition for Africa
Executive Secretary of the GCA

Thomas H. Fox
World Resources Institute
Vice President & Director, Center for International Development and Environment.

John W. Sewell
Overseas Development Council
President

Ms. Patti L. Petesch
Consultant

Mr. Tesfaye Dinka
Global Coalition for Africa

Mr. Walter Arensberg
IDB (previously with World Resources Institute)
Head of WRI research project on donor coordination

Ms. Yoshiko Urakawa
World Bank
Co-financing Officer

Mr. James Adams
World Bank
Country Director - Tanzania

Mr. David F. Gordon
Overseas Development Council
Director, US Program

Ms. Oey Astra Meesook
World Bank
Country Director -Ethiopia

Mr. Ohene Owusu Nyanin
World Bank
Regional Initiatives

Mr. Jerome Wolgin
USAID
Director, Africa Bureau

Mr. Leonard Mseka
World Bank
Advisor to Executive Director

Mr. Kazi Matin
World Bank

Mr. Makha Saar
United Nations OSCAL
Special Coordinator

Mr. Robert Grandcourt
UNICEF
Chief, Africa Section, Program Division

Mr. Emmanuel C. Goued Njayick
United Nations OSCAL

Ms. Messie Yvonne Amoah
Permanent Mission of Ghana to the UN
Counselor

Mr. Kyo Naka
UNDP
Programme Development Officer

Ms. Sulafa Al-Bassam
UNECA
Chief, Regional Commissions NY Office

Dr. Itoko Suzuki
UN
Chief, Governance and Public Administration Branch

Mr. Mwakapugi
Permanent Mission of Tanzania to the UN

Ms. Noriko Suzuki
Permanent Mission of Japan to the UN
First Secretary

Ms. Gaile Schwartz
USAID
Economist and Donor Coordination Advisor

Mr. Steve Weissman
World Bank

Mr. Tesfamichael Nahusenay
Ethiopian Roads Authority
General Manager

Mr. Samba Jack
ECA (Economic Commission for Africa)
Director, Prog. Planning, Finance & Evaluation Division
(Addis Ababa)

Dr. Nancy Hafkin
ECA
Development Information Services Division
(Addis Ababa)

Ms. Elene Makonnen
ECA (Cabinet Office of the Executive Secretary)
Senior Programme Officer
(Addis Ababa)

Mr. Tasew Bekele
GOE, Ministry of Economic Development and Cooperation
Asia Desk Officer
(Addis Ababa)

Mr. Gizachew Bizuayhu
GOE, Ministry of Economic Development and Cooperation
UN Desk Officer
(Addis Ababa)

Mr. Mbaye Diouf
ECA (Economic Commission for Africa)
Director, Regional Cooperation and Integration Division

Mr. Arne Carlsgard
SIDA (Ethiopia)
Senior Programme Officer

Dr. Graham H.R. Chipande
UNDP (Ethiopia)
Senior Economist

Ms. Carina Stover
USAID (Ethiopia)
Health Officer

Mr. Kevin J. Mullally
USAID-Ethiopia
Chief, Human and Institutional Development

Mr. Kadayapreth Ramachandran
UNICEF-Ethiopia
Chief, Education and Central Field Office

Mr. Kayode S. Oyegbite
UNICEF-Ethiopia
Chief, Health and Nutrition, Northern Field Office

Ms. Yoko Harada
JICA-Ethiopia
Project Formulation Adviser

Mr. Yoichi Sakai
Embassy of Japan in Ethiopia
First Secretary (Economic Affairs)

Mr. Franco Conzato
European Union, Delegation of the EC in Ethiopia
Economic Adviser

Dr. Tassew Zewdie
USAID-Ethiopia
Education Programs Manager

Robert Schoellhammer
African Development Bank
Education Analyst, Country Dept., East Region

APPENDIX B: AID FLOWS TO ETHIOPIA, 1991-96

TABLE 1: TOTAL ODA AND TECHNICAL COOPERATION TO ETHIOPIA 1991-1996

US\$ million	1991	1992	1993	1994	1995	1996	TOTAL	% OF TOTAL
TECHNICAL COOPERATION								
Multilateral	126.20	114.44	85.65	50.73	49.48	66.68	493.18	6.8%
DAC Countries	80.09	75.28	84.99	75.47	117.52	135.70	569.05	7.9%
Total TC	206.29	189.72	170.64	126.20	167.00	202.38	1062.23	14.7%
ODA								
Arab Countries	0.87	0.44	1.20	0.16	0.06	-	2.73	0.0%
Multilateral	631.97	724.67	675.42	507.44	362.36	404.00	3305.86	45.6%
DAC Countries	464.41	457.01	417.07	566.87	525.21	445.43	2876.58	39.7%
Total ODA	1097.25	1182.12	1093.69	1074.47	887.62	849.43	6184.58	85.3%
GRAND TOTAL	1303.54	1371.84	1264.33	1200.67	1054.62	1051.81	7246.81	100.0%

Source:OECD, DAC database, 1997.

TABLE 2: TOTAL NET ODA/OA TO ETHIOPIA, 1996

	1996	% of total
	\$m	
1. IDA	127.50	15.0%
2. Germany	81.43	9.6%
3. AFDF	78.60	9.3%
4. Netherlands	60.16	7.1%
5. United States	56.00	6.6%
6. EDF (EEC)	51.84	6.1%
7. Japan	50.15	5.9%
8. WFP	46.38	5.5%
9. Italy	40.16	4.7%
10. UNDP	39.63	4.7%

Source: OECD, DAC database, 1997.

TABLE 3: TECHNICAL COOPERATION TO ETHIOPIA, 1996

	1996	% of total
	\$m	
1. UNDP	39.63	19.6%
2. Germany	32.59	16.1%
3. Netherlands	32.18	15.9%
4. UNICEF	17.96	8.9%
5. Italy	10.84	5.4%
6. Japan	10.07	5.0%
7. Ireland	8.75	4.3%
8. UK	8.18	4.0%
9. Sweden	7.10	3.5%
10. United States	7.00	3.5%

APPENDIX C: LINKAGES BETWEEN COORDINATION FRAMEWORKS
FIGURE 4: LINKAGES BETWEEN COORDINATION FRAMEWORKS AT DIFFERENT LEVELS: FOCUS ON INFORMATION TECHNOLOGIES AND COMMUNICATIONS

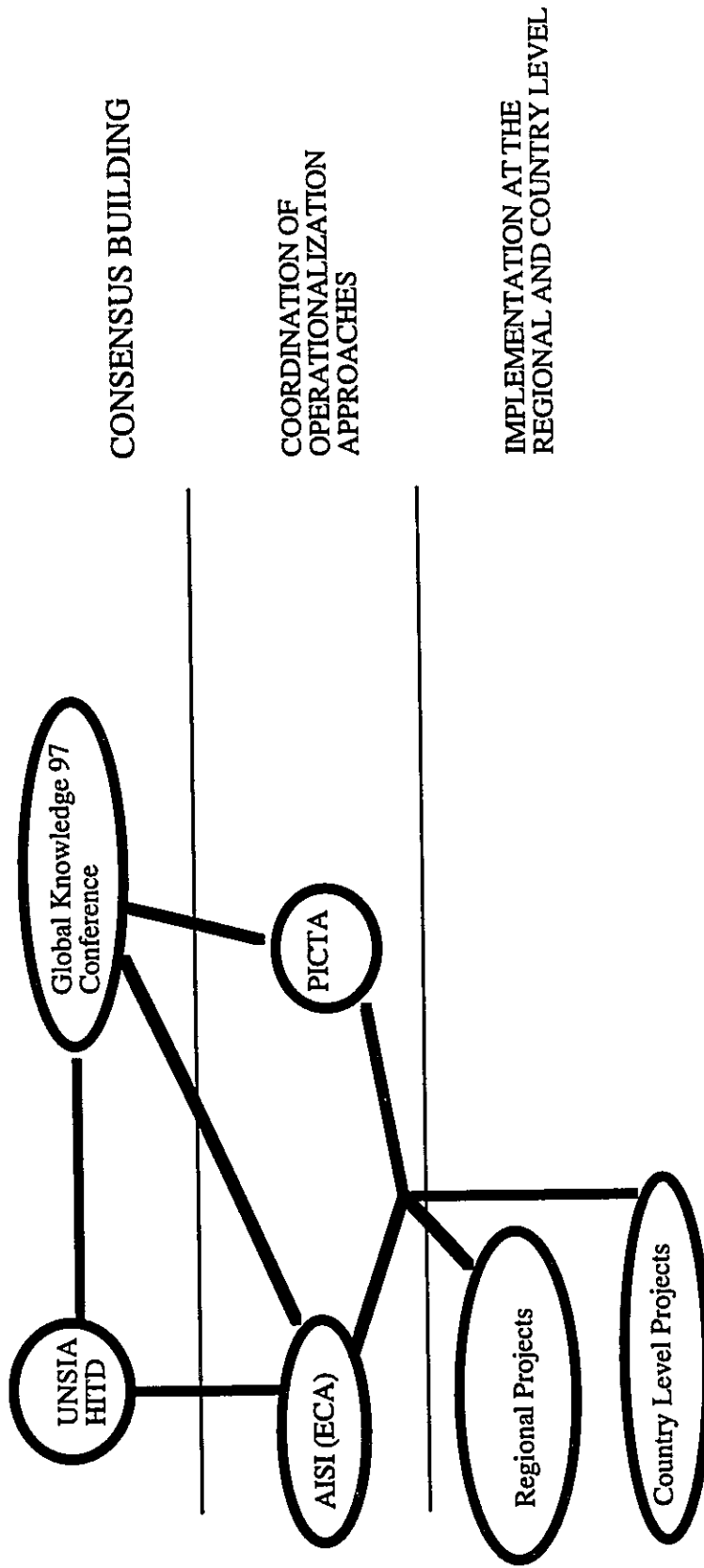
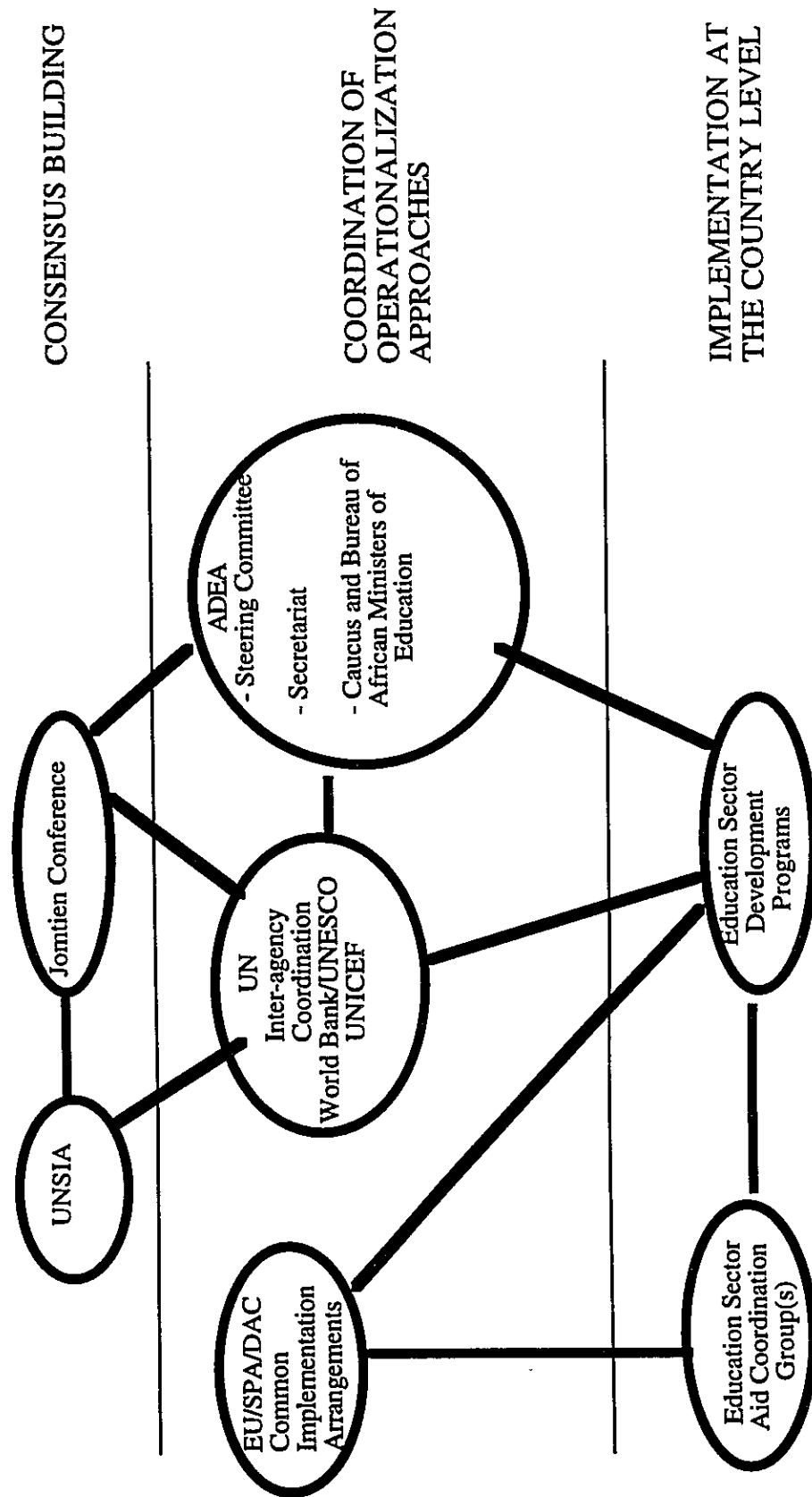


FIGURE 5: LINKAGES BETWEEN COORDINATION FRAMEWORKS AT DIFFERENT LEVELS: FOCUS ON EDUCATION



Aid Coordination Frameworks in ICTs in Africa: Explanation for Figure 4

Consensus Building:

One of the 13 “clusters” of the UNSIA launched in April 1996 is HITD (Harnessing Information Technologies for Development). In addition, a Global Knowledge 97 Conference was organized in June 1997 by the World Bank and the Government of Canada to explore the role of knowledge and information in sustainable development.

Because the issues related to the application of new information technologies to development problems are new, these two frameworks are more about building a consensus around the need to look into these issues in more depth than consensus building around specific goals and objectives (as with education for example).

Coordination of Operationalization Approaches:

Within the UN, the ECA in Africa and the World Bank more generally, have assumed a lead role in operationalizing the ideas developed through the SIA and other global level frameworks. The main tool for operationalizing the HITD component of the SIA has been the ECA’s AISI (African Information Society Initiative). In addition, as a result of the large number of separate efforts in this new area of work, a partnership has been formed that promotes consultations and coordination of approaches and activities among all donors participating in ICT programs and projects. This partnership forum is called PICTA.

Implementation at the Regional and Country Level:

Because of the nature of ICTs, many of the programs and projects being developed cover more than one country in Africa. One of the AISI’s proposed activities, for example, is to increase “continental interconnectivity”. In addition, however, some activities are specifically country oriented, such as the planned “National Information and Communication Infrastructure” (NICI) plan which is a program within the AISI.

Aid Coordination Framework in Education Explanations for Figure 5

Consensus building:

The World Conference on Education for All (Jomtien) 1990, the Children's Summit (1990); the Cairo Population Conference (1994); and the Social Summit (1995) all called on the world community to take up the challenge of providing primary education for all children within the next decade or sooner.

In the wake of the many World Conferences of the early 1990s and the growing concern over the continued conditions in Africa, the UN conceived of the UN SIA to provide a comprehensive and well-coordinated UN-System approach to the issues facing Africa. The UN SIA is a United Nations initiative. Although it covers a wide range of development issues in Africa, one of the 13 "clusters" identified as a priority issue is education.

While the Jomtien conference (and other conferences) was purely a consensus-building effort (with follow up consisting of measuring results), the UNSIA has a slightly more practical purpose in the sense that its purpose was clearly to go from declarations to operationalization. Real operationalization, however, is occurring through a range of coordination frameworks discussed below.

Coordination of operationalization approaches:

The lead UN agencies for the operationalization of the education component of the SIA are the World Bank and UNESCO. They have held consultations with African governments and donors and a clear set of implementation arrangements has evolved. The Initiative has established a working relationship with ADEA, the Steering Committee of which is composed of seven African ministers, to provide the necessary African leadership for the sector. It was agreed that the sector investment program (or sector development program) is the preferred approach to resource mobilization for the education sector.

The UNSIA was presented to the members of ADEA's Steering Committee by the World Bank and UNESCO during the Steering Committee's fifth session (Paris, March 28-30, 1996). The meeting marked the beginning of a consultative phase involving African Ministers and the funding agencies. The Sixth session of the Steering Committee reviewed the progress of the initiative and the action taken within ADEA: a questionnaire assessing the degree of preparation of the various countries was sent to all of the ministers; dialogue was pursued, aimed essentially at determining ADEA's role and the implications for the

Association, and a protocol , which will serve as the starting point for implementing the initiative, has been drafted. With regard to the role of ADEA in the Initiative, it was agreed that the Association should continue its advocacy and information-sharing role.¹

Apart from the UN agencies' efforts to coordinate and harmonize their programs and mandates in operationalizing the UNSIA's education cluster and the Jomtien Conference, the bilateral donor community has been involved in various efforts to harmonize its procedures and requirements to reduce the burden on governments. These efforts are being undertaken within several frameworks such as the European Community's Horizon 2000 Initiative, the SPA's Working Group and Economic Management and the OECD's DAC. Although these efforts are not limited to the education sector, they will have an important impact on the implementation of SDPs in the field of education. In a sense, the consensus around the operationalization of the SIA through SDPs in education has made it necessary for further steps to be taken at the intermediate donor policy level in order to make such operationalization possible.

Implementation at the country level:

The education sector development programs are government-led frameworks for the planning, resource mobilization and implementation of sector wide programs for education. They are clearly linked at the country level to donor coordination groups (membership limited to donors) and/or aid coordination groups (which include the government in addition to donors, and may also include NGOs).

Once common implementation arrangements are agreed upon in intermediate (policymaking) donor fora such as the SPA, DAC or EU's Economic Commission, donor field offices will be able to put them to the test through the implementation of SDPs.

¹ "The ADEA Steering Committee," *ADEA Newsletter*. Vol. 9, No. 1, January-March 1997, p. 3.

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