

**STRATEGIC FRAMEWORK FOR SUPPORT  
TO DEMOCRATIC GOVERNANCE IN ETHIOPIA**

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*Programme of the Government of Ethiopia and the  
Commission of the European Union*

**BT Costantinos, PhD  
Centre for Human Environment**

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## Section I

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### INTRODUCTION AND BACKGROUNDER

#### Introduction

Notwithstanding an array of declarations, communiqués and action programmes, the human crisis in Ethiopia continues unabated. The upshot is that rapid political developments and economic reform programmes continue to make new demands on individuals and communities already at the brink of collapse.<sup>1</sup> Internal strife, economic crisis manifested by extreme poverty and a vicious socio-political environment, has rendered the continent one of the tragic scenes of present day human crisis. Massive militarisation and persistent armed conflicts have for so long squandered valuable capital and constrained human development, rendering the population chronically dependent on international charity.

Of recent years the international community has tried to build parallels between poverty and human destitution with the governance regimes that exist in poor nations. Not surprisingly, the EU support to Ethiopia is designed to include a governance programme that is based on four pillars of support of the support programme for governance in Ethiopia. These aim to strengthening civil society and the various co-ordinates of government and governing institutions. These support the

1. Civil society, political parties and business community will focus on civic education, political participation and conflict management, and communications.
2. Legislature at the federal and state levels will enhance an enabling environment and support to the judiciary, rule of law and access to justice.
3. Executive will be in the form of continuing reform of the civil service, streamlining economic governance economic and financial management at all levels and promoting transparency, accountability and integrity in public and private sectors and strengthening administrative capacity and resource base of state and local government.

A principal measure in the operationalisation of this programme will be the role for the Government, NGOs, CSOs and the EU itself. The strategic framework recommends that such initiatives as the installation of a non-governmental Centre for Democratic Development in Ethiopia, already supported by the EU, be finalised. This will ensure wider participation of the public. The next twelve weeks are the most important ones in terms of programme take-off, implementation and funding. This comprehensive programme would require the participation of all stakeholders in Ethiopian society and the international community. The programme document must be completed with detailed definition of objectives, identification of specific results, activities, and indicators for monitoring and evaluation. Section one of this document presents the backgrounder to governance in Ethiopia while section II covers the programme focus. Sections III and IV present the strategic objectives and results expected from the framework and section V brings in the operationalisation modalities. Four annexes raise additional issues for consideration during the programme formulation exercise.

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<sup>1</sup> Costantinos, BT (1995) "Humanitarian action, preventive diplomacy and advocacy: the emerging role of NGOs." International Journal of Refugee Law, Special issue July. pp 220-235 Oxford University Press. Oxford

## Backgrounder

The end of the Great Ethiopian War of the sixties, seventies and eighties marked the dismantling of power oligarchies and titans who presided on humankind's most appalling era of distress and despair in the Horn of Ethiopia Region. As we entered the decade of the Nineties, ordinary citizens witnessed a unique era emerging in human history testifying to the systematic disintegration of totalitarianism and with them the miraculous reprieve of humanity that tend to relegate earlier 'great' events in Ethiopian history to the backstage. Alas! These high hopes were soon replaced by the fear that Ethiopians had yet to battle another struggle to deliver the vision of a new era that they had held self-evident. Today, the litany of political, economic, social and cultural impasses (including the Ethiopian - Eritrean conflict) still foretell a dismal scenario where peace and development of the past few years face the fate of disintegration.

The understanding of the interconnectedness of people and good governance are being deconstructed by how seemingly minor incidences can turn into conflict of mind boggling proportions fracturing the foundations of social accord in distant communities. Hence, uniquely austere organisational-strategic issues mark the stewardship, management and administration of the reform process in Ethiopia. Even under democratically favourable contemporary global conditions, historical, ideological and strategic characteristics internal and external to the democratisation process still would exist that make the transition a costly exercise.<sup>2</sup> Characteristics and problems of this sort can be identified and understood through critical, yet constructive, analysis focused on certain key elements of the reform strategy - in setting the stage for the evolution of political culture in Ethiopia. There is no simple or immediate identification of Ethiopian democratisation problems as they actually are; there is only a definition of them from a certain perspective and towards a certain "resolution". The perspective in currency on the formation of the problems and their solutions constitutes one among other actual or possible perspectives, though a dominant one to be sure. Recognition of this fact would represent a significant improvement in our democratic consciousness and practice.

What is presented in this study represents such an analytical endeavour in an effort to identify a space for civic institutions that will provide a non-partisan and independent think-tank to the evolution of a democratic political culture in the country. The effort requires that we pay careful attention not only to specific aims and objectives pursued by the democratisation -- the distinctive agendas, interests and concepts that determine the domain of its activities -- but also the framework of political thought, discourse and action. This will be accomplished through which the political contestants translate these specific organisational elements into a broader pattern of ideas and applies them generally to democratic transition in Ethiopia. The following discussion of strategy and process proceeds through two basic steps.

- ◆ The first step consists of a description of the central component of the democratisation strategy in objective terms. This involves noting problems of political change identified and solutions offered, i.e., the articulation of democratisation issues, goals, task, mechanisms and activities.
- ◆ The second step is analysis of the strategy - examination of its sources, elements, features and limitations and its implications for democratic transition process in Ethiopia.

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<sup>2</sup> The passage to democracy in Ethiopia is political development problematique. This is not merely because of the challenges of balancing the desire for an immediate democratic transition with the reality of initiating a democratic transition in a country with a limited democratic experience, an "underdeveloped" civil society and high levels of illiteracy. But it is also fact that the Ethiopian transition was bound to have shortcomings that stem in part from historical and structural conditions marked by authoritarian and militarist tradition for a good part of our history.

The single most important influence over how democratic transition in Ethiopia has been conceived, initiated and is currently being constitutionally formalised is the politics of self-determination and self-government favoured by the rules and institutions within the coalition of ruling parties. The "national liberation" struggle waged by the Ethiopian people against the "Dergue" regime and the particular form of political consciousness acquired at the inception and in the course of that struggle have made ethnic-based "national self-determination" the linchpin of the democratisation strategy. Consistent with this strategy, the State has undertaken a major restructuring of the Ethiopian polity and nation-state, setting the foundation for and cutting it up into a score of regional governments based on linguistic, ethnic and cultural identity.

Yet, notwithstanding the doubts and worries it has raised, self-determination remains the bedrock of the democratisation strategy. The preoccupation with the "liberation" and "self-determination" of ethnic and cultural communities in Ethiopia represents a larger issue having to do with the restructuring of the Ethiopian polity as a whole. It is not one of simply changing or improving the position and status of "nationalities", or, in simpler terms, ethnic groups, within Ethiopia. It is the radical transformation of the values, traditions and institutions of the Ethiopian nation-state itself in their historic and contemporary forms. It is wrestling at once with the question of the self-determination of nationalities and the challenge of Ethiopian unity connected with it. For the liberators of this ancient nation, Ethiopian unity, under not only the "Dergue", but also all previous regimes was deeply flawed. A forced unity, it was established and maintained at the expense of nations, nationalities and peoples by

1. The subjugation of ethnic communities in military conquests;
2. Economic exploitation and political tyranny in which the machinery of a centralised state was used as an instrument of national oppression; and
3. Cultural domination, which devalued and suppressed the languages, customs, and religions of diverse peoples in the country. Ethiopian unity up to and including the "Dergue" era was not based on the distinctive identities, interests and aspirations of various nationalities. Rather, it was based on the domination of a small ruling class.

*What does this leave the transition to democracy in Ethiopia?* Practically nothing besides concluding that the Ethiopian nation-state needed to be built - and built democratically - virtually from scratch. Politically, its past is more a liability than an asset. Because Ethiopianness was imposed on nationalities by force, it was inauthentic and unstable, chronically beset with rebellions and civil wars. Because it contradicted the rights of people's to their own identity, culture, political life and sustainable livelihood security, it was undemocratic and a drag on the development of the country. The brutal military dictatorship of the "Dergue", which in the end brought the country to the edge of disintegration, was in essence a continuation of all kinds of previous dictatorial regimes. The remaining problems stem not so much from the old Ethiopian tradition itself as they do from the two contradictory perspectives on, or images of national unity still in contention in Ethiopia:

- On one side is the old territorial view characteristic of previous regimes;
- On the other side is the perspective of peoples' democratic unity under self-determination, first thought up by the Student Movement in the sixties and subsequently picked up by various political forces before and after the outbreak of the 1974 and 1991 revolutions.

Many are convinced this former has lost out to the latter, but say the task of completely "burying" the old image of Ethiopia has yet to be accomplished. In another context, because the transition process has radically transformed the old image of Ethiopia and replaced it with a completely new vision of national unity, it may have raised worries and fears among certain social strata in the country. This is a problem whose proper resolution through dialogue, education and propaganda is decisive for deepening and broadening the new peoples' democratic unity of Ethiopia.

This strategic framework document aims to establish the grounds for the development of a series of programme documents that will target at supporting the people and Government of Ethiopia. Towards this end this documents defines objectives and strategies for programme development, results to be ex-

pected out of the programme, monitoring and evaluation, mechanisms and strategies for civic education and training. The strategies address the multi-dimensional, multi-sectoral and multi-track input that are required as outputs of many outputs to create the holism enshrined in the social and economic development can only be achieved through the sustainable livelihoods synergy - resilience, economic efficiency, social equitability and ecological stability. In this faith, governance for social development and empowerment goes beyond the restricted goal of generating *awareness*. It *links on directly to the formation of social capital in terms of collective ideology, collective action, organisation and leadership to ensure access to political contestation and entitlement*. The sustainable communities construct underpins the synergy created to promote *people's participation as citizens of a political society*.

## Section I

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### PROGRAMMES FOCUS, METHODOLOGY AND PROTOCOL FOR DEVELOPING THE FRAMEWORK

The methodology and study protocol will use primary information and secondary sources to elicit and underpin the main components of support for democratic governance in Ethiopia. The analysis and programme development will be developed along the following lines.

1. **MACRO POLITICAL GOVERNANCE:** Recent governance promotion activities in Ethiopia have focused on constitutional and electoral reforms linked to the 1995 elections that resulted in the transition from military rule to civilian rule. While consolidating recent achievements in electoral reforms, it is also imperative to begin a process of mapping the key elements of macro (i.e., national level) political and economic governance. This would include support of interrelated and interactive key governance institutions such as Parliament, the Judiciary, and the Executive.
2. **ECONOMIC GOVERNANCE:** EU has been supporting the financial management and developing fiscal prudence in the regional state governments of Ethiopia. At the same time support to build effective monetary and fiscal governance systems (especially sound revenues and expenditures) is a *sine qua non* for the promotion of social development and the eradication of poverty. It is therefore important to engage in a concomitant assessment of both political and economic governance needs and capacity for Ethiopia.
3. **SOCIAL AND GOVERNANCE:** Ethiopia has underscored the importance of continued assistance to governance at the local and community levels. After all, it is at the grassroots level where the majority of the poor live. It is at that level that governance for poverty eradication should focus. This includes both the urban villages that are growing rapidly, as well as rural areas. Thus as new initiatives in macro governance are launched at the national level, long-standing micro governance programmes that have been supporting Ethiopia by promoting small enterprises, creating new jobs, improving agriculture and supporting community-based projects must continue to receive support.

In designing the methodology for this study,<sup>3</sup> it was important that the researchable areas and analytical approaches be synthesised from the beginning to fit in into the investigative process led by the interviews undertaken with the many individuals and organisations. In this connection, it was important to be aware of the specificity of the route of transition to democracy of the Ethiopian political system. In establishing the development of political culture in Ethiopian society and enhancing the historical development mission of civil society, it is important that that we understand the different permutations and trajectories of political transition take many forms – from society-led insurrections and state-led transitions. In addition the study of political changes can be derived from deep socio-economic structures, contingent dynamics or rules and institutions of the transition. A study which seeks to employ all of the above perspec-

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<sup>3</sup> Global Coalition for Ethiopia / Ethiopia Leadership Forum. (1993) "Transition to democracy in Ethiopia: a cross national study. Research Design and Methodology".

tives and methods can be neither coherent nor manageable. The first order of business is therefore to choose a principal conceptual framework to guide data collection and analysis. Relevant criteria for choosing a framework include: the power of a given set of factors to explain the need for such institutions and the susceptibility of concepts underlying the mission statement of the institution to empirical investigation, and the potential of the approach to generate policy recommendations. By these criteria, the study was conducted from the perspective of developing political institutions.

From a theoretical perspective, political culture best predicts the prospects for the consolidation of democracy and sustainable livelihoods, rather than the likelihood that pro-democratic social movements can arise and that the democratic tradition can occur. As the building blocks of democracy, certain combinations of political institutions must be extant or emergent if a democratic transition is to occur. These explanatory factors operate at different levels of analysis and each has its own data requirements. The power of a given set of factors to explain transitions, the susceptibility of concepts to empirical investigation, and the potential of the approach to generate policy recommendations, however, lead to an imperative for any study to adopt "an institutional approach". Hence, the hypothesis of study is that

the possibility, constitution and result of the development of political culture depend on the configuration of political institutions in state and civil society. The key research question becomes: "is the endowment of institutions in civil society and state conducive to democratic transition?"

An institutional approach would appear to offer considerable explanatory power because the widespread incidence of social conflict and political instability is directly attributable to basic weaknesses of political institutions. With few exceptions, State institutions have failed to win popular legitimacy. As for civil society, its institutions also remain generally underdeveloped. Compared with other parts of the world, Ethiopia possesses relatively few authentic, large-scale organisations that can articulate and aggregate social interests. Those voluntary associations that do exist are generally short of resources and parochial in scope.

### Section III

## **STRATEGIC OBJECTIVES AND OUTLINE OF THE NATIONAL GOVERNANCE SUPPORT PROGRAMME**

The programme is designed to address the twin priorities of poverty reduction and promoting sustainable livelihoods, on the one hand, and the social, political and economic dimensions of governance, on the other. The programme objective is to positively affect human development in Ethiopia through the synergistic affect of poverty reduction and governance assistance. These sub-programmes embody a two-pronged approach by complementing upstream activities with downstream, local community-level projects in areas such as access to primary health care, education, water and sustainable livelihoods. The downstream activities are to be undertaken through ongoing the Commission micro programmes that have been supporting the Ethiopian government and people by promoting small enterprises, improving access of the rural and urban poor to basic services, creating new jobs, improving agriculture and supporting community-based projects.

The governance programme will address the following arenas of support for the people and government of Ethiopia. (1) Promoting a system of checks and balances (separation of powers). (2) Ensuring effective inter-governmental relations and devolution of powers. (3) Promoting national reconciliation; enhancing the good international image of Ethiopia; consolidating a responsible and free press (media). (4) Enhancing morals, ethics and standards. (5) Promoting public enlightenment and cultural development. (6) Combating corruption and promoting accountability. (7) Strengthening the capacity of the public services; and (8) ensuring justice and law enforcement. In line with this thinking the following components are proposed:

1. Support to civil society, political parties and business community for civic education, political participation and conflict management, communications, information management and the media
2. Support to the legislature at the federal and state levels to create an enabling environment and support to the judiciary, rule of law and access to justice
3. Support to the executive—reform of the civil service, role of the military and police and security and strengthening administrative capacity and resource base of state and local government
4. Support to economic governance—economic and financial management at the federal and state levels and promoting transparency, accountability and integrity in public and private sectors

The programme strives to break new ground and give new meaning to *capacity building*. Despite the wide-spread use of terms like *capacity building* and *human resource development*, little tangible progress has been achieved in building the capacity of the ultimate beneficiaries – those whose participation has been denied for too long and those who continue to suffer from the poverty of political culture. To address the problems and exploit the opportunities at this grassroots level, traditional definitions, methods and tools must be revisited. The notion that capacity building means that those with skills will build the capacity of those without skills (mostly through training) is not appropriate for the programme.

Whereas traditional approaches may work to directly solve problems such as “the poverty of political culture”, the programme will strive to build the capacity of institutions, and through this institutions, households and individuals to take charge of changing their own situation and to solve their own problems as they perceive them, in a manner appropriate to local conditions. It will also seek to strengthen the capacity of individuals at higher levels to facilitate this process through supportive action at the sub-national and national levels. This will be the focus of capacity building efforts within the programme.

Accordingly, the overall aim of capacity building initiatives within the programme is to get individuals more focused on taking charge of their own situations and working towards changing their own conditions. This cannot be achieved through once off “training” sessions. Instead, the programme will endeavour to establish a continuity of presence until the capacity, which is trying to be instilled, is fully internalised by the ultimate beneficiary. This will be done by establishing domains of capacity building. A core group of people will be required in each domain of capacity building, to stay with activities over the necessary period. The core group will be expected to develop “capacity building modules” which meet the specific requirements of the target group or groups in its domain. Each module will require a group of facilitators to work together over the required timeframe to implement the various activities specified therein. This process will be facilitated through the Multi-Track Communication network, by enabling two-way (or multi-track) communication to emerge between and amongst stakeholder groups.

Capacity building activities under the programme will emphasise complementarity with other activities required to fully achieving objectives. This recognises that capacity building in itself is not enough to fully remove the underlying constraints and obstacles to development. The programme will start from premise that building capacity is a necessary, but not a sufficient condition for achieving the programme objectives. Substantive capacities at national and state levels will be built to create a sense of national ownership of policy decisions.<sup>4</sup> Capacity gaps and aims have been identified for each capacity building target at three levels: policy and programme; institutions and co-ordination; and -human resources.

1. **Promotion of dialogue, public enlightenment and cultural renaissance:** Dialogue will bring stakeholders in Ethiopian political scene to forums which enhance dialogue and resolve potential areas of conflicting ideas in a non-adversarial manner. This also aims at strengthening the national capacity to develop manage and deliver a national civic education programme which will be linked with human rights groups and official democratic institutions.

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<sup>4</sup> This relates to (1) the creation of a policy environment conducive to the development of sustainable livelihood systems. (2) Enact necessary economic, political and legislative reform. (3) Provide public services and goods, including information, which would not be economically, financially or logistically viable for the private sector. (4) Provide, and to ensure co-ordination of activities and collaboration between the public sector, the private sector and partners in development.

2. **Policy and programme development:** At this level, the aim will be to develop a national civic education policy which clarifies the roles of official democratic institutions in civic education efforts as well as provides a conducive framework for the design, planning and delivery of an effective and independent civic education programme. A second objective will be to assist in the development of a civic education programme, targeting various segments of the society, including schools, churches, civil society, the police, prisons, and the media. Gender equality issues should be included in the training material in civic education.
3. **Institutions and co-ordination:** At this level, the aim will be to increase the capacity of civic education and human rights institutions to perform effectively their functions as they relate to civic education and human rights promotion. Inter-institutional consultation and co-ordination mechanisms between all institutions concerned, including those in the areas of human and civic rights, will be strengthened in the development of civic education messages, implementation, monitoring, and evaluation. This will promote commitment and support for civic education activities by all stakeholders.
4. **Human resource capacity:** Capacity building will also target the human resources from various institutions, involved in civic education and the protection of human rights. Trainers, administrators, planners, and policy makers will benefit from training (local and on the job) to enable a smooth running of the institutions and the programmes.
5. **Parliamentary Mechanisms:** This capacity building target aims at improving the effectiveness of parliament and strengthening the institution's ability to interact with the various branches of Government and society. The policy framework and legislation pertaining to these capacities is considered adequate, hence the focus will be placed on other aspects of capacity building. This capacity building target aims at enhancing national capacities in planning and conducting elections at the national and local levels.
6. **Local Governance and Development Management:** This aims at developing the software for strengthening governance at the state levels. It is to strengthen the capacity of the communities, their representative institutions and intermediary organisations to participate, in a positive and constructive manner, in the decision making process. Organisation and institution will be enhanced at the local government level to enable local governments to (1) Analyse the constraints and opportunities they face in their day-to-day life. (2) Propose and plan activities relevant to local conditions, which address the problems, identified (using methods, techniques and technologies appropriate to local conditions). (3) Be major partners in the implementation of the priority actions; and to play a key role in the monitoring and evaluation of all activities, so that appropriate refinements can be made to ensure they remain appropriate to local circumstances and to ensure their sustainability. (4) Provide or ensure access to decentralised, local level services and goods from both public agencies and the private sector. (5) Facilitate the flow of information and resources from the national level down, and from the local government level up and (6) Ensure strong linkages between national policies and strategies and local government level plans and action.
7. **Extension, communication and research:** This strategy involves the need for cutting-edge research on the architecture of the modern nation-state relations between the state, civic organisations and the market. It also involves determining the (1) competence and structure of local, regional, and national state institutions and authorities. (2) Election systems and processes. (3) Financial control and transparency of government spending in a modern, democratic state (4) Functioning and funding of political parties. (5) The relations between the media, businesses, the NGO sector and the government. (6) The role of the civil society and its socio-economic partners (trade unions, entrepreneurs associations) in economic and political life and in decision-making processes; the judiciary system in a modern democracy.
  - ◆ Human rights in a society in transformation: (1) human rights and the responsibility of the media - identification of abuses, data collection, balance between double checking and silencing. (2) Preservation of human rights in a country with difficult systems com-

munications; human rights and the national security. (3) Use and abuse of the human rights issue for party political reasons. (4) A multi-party approach of human rights.

- ◆ Culture, tradition, and renewal: (1) the preservation of a cultural identity in the age of the globalisation of cultural patterns. (2) The role of religion and churches in the transformation of society. (3) The social consequences of the transformation of the extended family. (4) The importance of arts to the identity of a nation and for the external promotion of a country. This will be achieved by studying the linkages between local indigenous technologies, adaptive strategies and contemporary knowledge. This will provide a basis for improved development, transfer and use of appropriate technology to enhance development of a political culture.
- ◆ Economic growth and globalisation: (1) the importance of the economics of the poor. (2) Rural and small size industrial credit. (3) A coherent policy to attract foreign investment with avoidance of exploitation. (4) New possibilities for poor countries with the decreasing importance of distance (Internet). (5) Agricultural development viz. the dramatically changed world food production after the Uruguay Round; the benefits and negative effects of tourism in the age of mass travel.
- ◆ Democratic management of ethnic conflict: The percept of failed states have forced an in depth analysis on widely divergent and innovative responses to ethnic conflict. These problems are not limited to Ethiopia and lasting and democratic solutions to ethnic conflicts are being sought all throughout the world. Experience in many parts of the world provides valuable lessons on the threat posed to democracy and the potentials of democratic management of ethnic and religious conflicts.

#### **Section IV**

### **COMPONENTS, OBJECTIVES AND EXPECTED RESULTS OF THE NATIONAL GOVERNANCE SUPPORT PROGRAMME**

The four pillars of support of the support programme for governance in Ethiopia are based on strengthening civil society and the various co-ordinates of government and governing institutions. Support to civil society, political parties and business community will focus on civic education, political participation and conflict management, communications, information management and the media. Support to the legislature at the federal and state levels will enhance an enabling environment and support to the judiciary, rule of law and access to justice. Support to the executive will be in the form of continuing reform of the civil service, defining the role of the military and police and security and strengthening administrative capacity and resource base of state and local government. Finally support will come in the form of streamlining economic governance that will take the shape of economic and financial management at the federal and state levels and promoting transparency, accountability and integrity in public and private sectors. Detailed work on the ground will develop the full-scale document that will be used as a programme support document for implementing the programme. What is presented here constitutes only programme objectives and outputs

#### ***Component One***

### ***Support to civil society, civic groups, (CSOs), business community, aimed at public enlightenment, political participation, and conflict management.***

The main thrust of the component is to promote and support broad-based political participation. The objective of the component is to ensure the active political participation of all relevant stakeholders, particularly of grassroots women, men and youth and civil society their organisations. It is to enable them to assess their problems and opportunities, action planning and project identification, implementation, moni-

toring and evaluation of activities. In keeping with its functions of strengthening civil society and fostering a dynamic relationship between state and civil society, a major preoccupation of the programme would be the promotion of a rights culture among the population.

**Rationale:** This component aims to redeem Ethiopia's paradox of scarcity amidst plenty that shows up in the strengths and weaknesses of various movements and the contests for social space, legitimacy, domination and resistance. It addresses that fragile structure and organisation of Ethiopian civil society that is susceptible to fractious politics driven by personality, ethnicity, fundamentalism, competition, corruption and non-accountability. It aims to reducing poverty by empowering people as the most viable path to Ethiopia's holistic development.

**Strategic foci:** Ensure the active political participation of all relevant stakeholders, particularly of grassroots women, men and youth and their corollary civil society organisations. Enable these stakeholders to assess their problems and opportunities, and build their capacity to plan, identify, implement, monitor and evaluate projects and activities. Strengthen the relations between state and civil society. Promote a "rights culture" among the population.

### ***Programme Objective I***

#### ***Capacities building for CSOs to legally function as legitimate representatives of society***

Result 1 Mechanisms are created for civil society organisations to legally exist and functions as counterweight to the other powers. This will be achieved by

- (1) Developing legislation and supporting policies enabling the smooth registration of CSOs.
- (2) Institutionalising self-regulating mechanisms in State to protect CSOs from undue interference will have a significant impact on the democratisation process.
- (3) The nation needs to develop institutions, mechanisms and procedures that undertake public opinion surveys, plebiscites and referenda to involve CSOs in decision making.
- (4) The programme will undertake civic education training as key component of local, district and national development programmes.

Result 2 CSOs will have developed the capacity to act as intermediaries for their members with the federal structure, the state governments and other stakeholders. This will be achieved through a variety actions and outputs.

- (1) Develop organisational capacity to enhance the effectiveness of the organisation at achieving its stated objectives.
- (2) Building the human and material resources of the organisation vis-à-vis membership, technical skills, and enough budgets.
- (3) Develop the organisational complexity of an organisation's internal structure.<sup>5</sup>
- (4) Engender organisational cohesion the sharing of common values, goals and organisational culture among an organisation's leaders and members.

### ***Programme Objective II***

#### ***Promotion of dialogue and capacity building for a range of countervailing intermediary CSOs that function freely and openly***

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<sup>5</sup> An organisation with a professional staff and specialised sub-units (in an internal structure that is stratified both vertically and horizontally) is more complex than an organisation run by generalist members who participate in all organisational tasks

- Result 1 Dialogue is promoted among political groups and civil society, with organisations serving a variety of sectors of the population, rural as well as urban. This result will be achieved through
- (1) Dialogue centres developed across the country to promote political debate and under-studying among contending political groups.
  - (2) Developing organisational autonomy referring to the independence of the organisation to set any pursues its own goals and objectives.
  - (3) Developing mechanisms for civil society organisations to be independent of “external” interference - having independent boards of directors, and operating according to a constitution or other set of binding principles.
- Result 2 Professional associations and independent institutions such as policy or political and economic think tanks function as political pressure groups or which lobby for specific interests and promote the rights of their members. This will be achieved by
- (1) Mapping out CSOs (organised labour, farmers associations, women's organisations) and NGOs (urban based professional associations, human right and development organisations).
  - (2) Institutional analysis of CSOs and NGOs capacities prepared.
  - (3) Organisational analysis of NGOs and CSOs capacities prepared.
  - (4) Support to NGOs and CSOs to develop codes of inter-NGO/CSO and intra NGO/CSO Code of Practise democratising their internal systems and networks.

### **Programme Objective III**

#### ***Capacity building (financial) for civil society organisations***

- Result 1 CSOs receive different forms of subvention form government, regional state and district councils for human development work. This will be achieved by
- (1) Developing legislation for CSOs to receive government subvention
  - (2) Develop norms for CSOs to receive government subvention.
- Result 2 legislation permitting civil society organisations to be self- financing, earn revenue, collect membership contributions, or receive donations from public or local and foreign institutions is well developed.
- (1) Undertake desk study of all legislation on CSO self- financing and national and international support.
  - (2) Draft legislation for CSOs to receive support from local and international sources.
  - (3) Developing fund raising strategies for CSOs to be self-financing

### **Programme Objective IV**

#### ***Develop, refine, and maintain participatory methods, tools, and techniques that enable stakeholders to actively participate in the programme.***

- Result 1 Methods, tools and techniques for Participatory Assessment and Planning (PAP), which purposefully and meaningfully gender disaggregated relevant data and information on socio-economic characteristics, exist. This will be achieved by
- (1) Data developed and available, and regularly reviewed, monitored and updated to reflect experience and new thinking.
  - (2) Through activities above, establish a “PAP-Programme CBD<sup>6</sup> Core group ”to develop and maintain a conceptual and operational framework for PAP, and to build capacity in its application.

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<sup>6</sup> CBD: Capacity building core group.

- (3) Refine methods, tools and techniques to develop regional action plans on the basis of community and local government assessment reports as part of the PAP process, and to consolidate these into a region action plan.
  - (4) Finalise and release for use the PAP methodological manual with details on techniques and tools, training curriculum and an extension worker guide developed during the Programme formulation phase.
  - (5) Monitor review and evaluate all participatory field exercises to refine the methods, tools and techniques periodically on the basis of experience gained.
  - (6) In collaboration with activities below, conduct regular “Participatory Think Tanks Workshops”. Based on activities above, revise, update and improve the Programme material for the next year’s use.
- Result 2 Methods, tools, and techniques for Participatory Programme Implementation (PPI) developed. Requiring the explicit and active participation of both men and women at the community and local government level developed and available, and regularly reviewed, monitored and updated to reflect experience and new thinking.
  - (1) Through the above establish a ‘PPI-CBD Core Group’ to develop and maintain conceptual and operational framework for PPI, and to build capacity in its application.
  - (2) Develop and maintain for use at the sub-national levels, a PPI methodological manual with details on techniques and tools, a training curriculum. Extension workers, community, and local government guides, along with other essential material for participatory implementation of the Programme and its sub- programmes.
  - (3) In collaboration with activities below, conduct regular” Participatory Think Thanks” to keep participatory practitioners regularly informed of PPI and other programme activities, and to learn from the experience of other stakeholders.
  - (4) Continually refine the PPI according to findings from the participatory monitoring and evaluation exercised.
- Result 3 Methods, tools and techniques for Participatory Monitoring and Evaluation (PME), including disaggregated gender analyses, developed and available, and regularly reviewed, monitored and up dated to reflect experience and new thinking. This will be achieved by
  - (1) Through activities above, establish a "Governance" to develop and maintain a conceptual and operational framework for PME, and to build capacity in its application.
  - (2) Develop and maintain for use at the sub-national levels, a PME methodological manual with details on techniques and tools. This will include A training curriculum for extension workers and community and local government guides, along with other essential material for participatory monitoring and evaluation of the Programme and its sub-programmes.
  - (3) In collaboration with activities above, conduct regular "Participatory Think Tanks" to keep participatory, practitioners regularly, informed of PME and other Programme activities, and to learn from the experience of other stakeholders.
  - (4) Build capacity through the training of trainers and professional officers at the sub-national level in PME methods, tools and techniques.
  - (5) Upon request from the regions, provide direct technical backstopping assistance to PME and continually refines the PME according to finding from the participatory monitoring and evaluation exercises.
- Result 4 there are established and recognised ways and means for the public to voice concern or express opinion to policy makers – such as opinion polls or attitude surveys. This will be achieved by
  - (1) Establish and maintain opinion polls.
  - (2) Develop participatory methods for attitude surveys.
  - (3) Strengthen the media to air popular views that may lead to establish the need for this opinion surveys

- Result 5 there are means by which communities can express their development priorities at the local level and elect their local level officials and leaders. This will be achieved by
- (1) Training in participatory methods of development needs assessment such as PRA, PLA, Tft, CBTP, PAPISL,<sup>7</sup> etc. that are understood by communities undertaken.
  - (2) Needs assessment using the above tools undertaken.
  - (3) Undertake free and fair elections at the local levels.
  - (4) Developing institutions and rules that foster election monitoring and observation

## ***Component II***

### ***Support to the legislature to create an enabling environment for sustainable human development***

- Rationale:** As discussed in the problem analysis, the two most urgent tasks in Ethiopia are to pursue democracy and reduce poverty. The entitlement of the poor to Ethiopia's rich national and local resources, now being discussed by the various political groups, must be addressed urgently by all of society. The lawmakers of the country have the vanguard role in developing constitutional, policy and legislative and administrative rules for poverty reduction and sustainable human development. These must include the Bill of Rights that will enable every Ethiopian to have a livelihood security that must be guaranteed by a democratic state.
- Strategic foci:** Strengthen the capacity of the national (Senate and House of Representatives) and the state legislatures to fulfil their three constitutional roles—lawmaking, representation and oversight. Strengthen the internal structure and organisation of the legislatures and the role of political parties within them.

### ***Programme Objective I***

#### ***Capacity building for an elected legislature, which is responsible to the electorate***

- Result 1 Members of the legislature are elected through open ballot, free of vote buying, and vote rigging and ethnic nepotism. This will be achieved by
- (1) Support the administration of free and fair elections undertaken at the local levels.
  - (2) Developing institutions and rules that foster election monitoring and observation
- Result 2 the legislature understands its role and its historical responsibility to redeem Ethiopia of the un-democratic military dictatorship it has gone through in the past decades. This will be achieved by
- (1) Training in democratic governance, good governance, the legislative process and rules of parliament, lobbying, formulation and observance of codes of conduct, and legislators visit other countries to observe and share experiences with other legislators.
  - (2) Developing a training course that would upgrade the skills of legislators in the functions outlined above.
  - (3) Developing awareness for elected officials spend a minimum amount of time in their electoral district.

### ***Programme Objective II***

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<sup>7</sup> The abbreviation respectively relate to Participatory Rural Appraisal Participatory Learning and Action Training for Transformation Community based Participatory Assessment, Planning and Implementation for Sustainable Livelihoods Training Programme

***Capacity building for the legislature to have oversight over executive policy level management***

- Result 1 Members of the legislature at all levels have sufficient access to information and technical resources to enable them to make informed decisions. This will be achieved by
- (1) Providing a database containing reference material to parliamentarians.
  - (2) Developing systems in place whereby public opinion can be made known to members of the legislature, including support to develop their constituency.
  - (3) Developing a library for parliamentarians.
  - (4) Developing capacity for legislature to draft legislation.
  - (5) Developing procedures and provisions for individual members of the legislature to introduce new legislation or amendments to existing legislation on specific subjects.
  - (6) A review of parliamentary management systems and a comprehensive survey report of issues and needs developed for a strategy of assistance to Parliament.
  - (7) Parliamentary committees trained in relevant issues including time management for improved efficiency.
  - (8) Democratic Institutions, NGOs and media trained to work and interface with Parliament.

**Programme Objective III**

***Capacity building for opposition groups to have legitimacy, and to play a role in the political process***

- Result 1 the opposition and the public understand the concept of opposition that develops, promotes and operationalises alternative visions of society. This will be achieved by
- (1) Training of opposition members in democratic governance, good governance, the legislative process and rules of parliament, lobbying, formulation and observance of codes of conduct and the role of opposition parties the wider political public and the opposition.
  - (2) Developing a training course that would upgrade the skills of opposition leaders in the functions outlined above.
  - (3) Enable opposition groups visit other countries to observe and share experiences with other opposition groups.
  - (4) Developing awareness for opposition leaders to spend a minimum amount of time in their electoral district.
  - (5) Developing provision for opposition groups to be involved in the political process and supporting opposition parties have clearly articulated political platforms, not to be dominated by individuals.

**Programme Objective IV**

***Capacity building for legislative decisions to made public***

- Result 1 legislative records are kept and decisions published. This will be achieved by
- (1) open sessions of the legislature to the public.
  - (2) Developing norms for the press and media to cover parliament.
  - (3) Developing a system of disseminating legislative information.
  - (4) Developing a documentation centre that would grow into a library of the legislature

**Programme Objective V**

***Capacity building for constitutional and legal provision for freedom of speech, assembly and association and for political parties to exist legally.***

- Result 1 The necessary legislation exists in the bill of rights to ensure individual rights and the separation of powers including that of the federal and state governments. This will be achieved by
- (1) Desk study of the constitution and other legislative documents.
  - (2) Workshops and symposia will have been organised to draft further citizen's rights.
  - (3) Undertake national consultations and referenda on the bill of rights and other meta-rules and legislation.
- Result 2 Political parties exist and there are regulations governing what political parties can and cannot do, applying uniformly to all political parties. This will be achieved by
- (1) Developing codes for political parties to function freely.
  - (2) Developing electoral codes that enhance political participation of the opposition.
  - (3) Developing norms and codes of conduct that ensure fair play.
  - (4) All political parties allowed campaigning and raising funds in all geographic areas

### **Programme Objective VI**

#### ***Develop an independent electoral commission with broad powers to control ballot box corruption***

- Result 1 Professionalism developed within the work of the Electoral Board and election administration authorities. This will be achieved through a range of measures to build the capacity of the Electoral Board and its secretariat.

### **Programme Objective VII**

#### ***Redefining the role of the military and designing policies and strategies to keep it under civilian control***

- Result 2 Professionalise the police, military and the security forces as other branches of government and ensure their control by elected authorities of Ethiopia.
- (1) Developing enforceable legislation for the military and police forces to be held accountable for the constitutions of the nation.
  - (2) Developing norms and procedures for the legislature approves military and security actions.
  - (3) Ensure through, parliamentary mechanisms and intensive reorientation and education, that the police, security and military are professionalised and understand their roles in society.
  - (4) As guardians of national security and civil protection, the legislature develops legislation to ensure that the military, police and security forces enjoy meaningful livelihoods by improving their remuneration.

### **Component III**

#### ***Support to judiciary, rule of law, access to justice and Conflict early warning system development***

- Rationale:** The judiciary needs capacity-building programmes to make them more effective in administering justice and law enforcement. The Judiciary is an instrument to fight corruption, abuse of power, drug scandals, illegal involvement of the security forces in politics. In addition the unjust society created by successive military regimes can only be redeemed through a systematic capacity development of the justice system in Ethiopia.

**Strategic foci:** Strengthen the capacity of the judiciary to serve its function as a neutral and unimpeachable arbiter of justice. Increased access to justice among the population and improve the rule of law upstream and downstream.

### ***Programme Objective I***

#### ***Capacity building for legal protection of constitutionally defined rights***

Result 1 developing the capacity to ensure that fundamental and universal bill of rights is enshrined in a constitution. This result will be obtained by (1) Developing mechanisms for the entrenchment of the bill of rights in the constitution and (2) Evolving legislation that protecting and enforcing such rights is outside of the control of the executive branch

### ***Programme Objective II***

#### ***Capacity building for the independence of the judiciary with legal expertise***

Result 1 the legal profession actively promotes its independence. This will be achieved through the following.

- (1) Developing mechanisms for Judges to collectively defend their roles in state and government.
- (2) Assist the development of independent bar associations.
- (3) Undertake public meetings, workshops and symposia to create awareness on the above.
- (4) Regulations or legislation protecting the independence of the judiciary are promulgated.
- (5) Create mechanisms that ensure that career structure for members of the judiciary are based on merit.
- (6) Developing criteria for remuneration to be is commensurate with the qualifications required.
- (7) Training opportunities are commensurate with the need.
- (8) Train adequate number of legal professionals in required aspects of the law.

### ***Programme Objective III***

#### ***Capacity building for a functioning court system staffed by trained professionals***

Result 2. There are well functioning courts at the local, provincial and national levels. This will be achieved by

- (1) Developing forums and mechanisms that make sure that court records are kept and made easily accessible.
- (2) Training for court personnel.
- (3) Incorporate traditional or customary laws are incorporated into the local legal system.

### ***Programme Objective IV***

#### ***Capacity building for a system of civil security and conflict management***

Result 1 A system of civil security and a professional police force is put in place. This will be achieved by

- (1) Developing institutional mechanisms, rules and norms to extend to civil security for all citizens.

- (2) Support the executive to train and engage a professional, politically neutral police force with career structure.
- (3) Support parliament to enact legislation to provide means of redress for citizens who suffer such abuse or harassment.
- (4) Enhance the utility of *Information and Conflict early Warning Systems* by increasing the quality and relevance of information to meet the requirements of different stakeholder groups, particularly at the sub-national levels.
- (5) Establish a *Quick Response Mechanism* that enables stakeholders and partners to efficiently respond to pressing preconditions identified through participatory conflict management exercises, which must be addressed before further action can be taken towards the programme and livelihood security.
- (6) Develop conflict management strategies for ethnic conflicts and natural resource and property based conflicts at the local, district and national levels.

**Programme Objective V**  
***Capacity building for informing people of their rights  
and to have access to the law***

Result 1 multi-track communication systems enhanced by popularising tools for informing people of their rights and have access to the legal system. This will be achieved by

- (1) Developing inputs for the multi-track communication systems on information about rights to be generally available in an easy to understand fashion.
- (2) Advice centres or other civic institutions staffed by paralegals to use the inputs for the multi-track communication systems for information dissemination.
- (3) Developing inputs for the multi-track communication systems so that there are means by which citizens can obtain information about their rights.
- (4) Developing a system of legal aid in which poor people can obtain legal services.
- (5) Developing legal and institutional mechanisms for customary / traditional rights to correspond to legal rights, particularly in the case of women.

Result 2 contracts are enforced and respected. This will be achieved by

- (1) Developing awareness in government for contracts to be enforced in the courts.
- (2) Developing capacities, through training, legal specialists in contract law.
- (3) Developing awareness among the public that contracts are generally understood to be legally binding

**Component IV**  
***Support to economic governance - capacity building for economic  
and financial management at the federal and state levels***

**Rationale:** Ethiopia is a federalist state, with a federal, state and local government structure. This structure has undergone significant changes and endured numerous strains since its inception. In line with the problems identified and the government's priorities, this sub-programme aims to restore the powers and responsibilities of States and local government in accordance with the provisions of the constitution. It also assists to dismantle all institutions that are inimical to true federalism and review the allocation formula to make more funds available to the States and local governments and thereby empower them to perform their constitutional functions. Finally it aims to revisit the issue of devolving power in order to further decentralise government activities and make them responsive to local needs. This sub-programme will aim at

developing the capacity of the government in macro-economic and financial management.

**Strategic foci:** Strengthen the capacity of the state and local governments to enhance their decentralisation, political representation of the public and enable them to design and manage the services they offer to the public. It will also strengthen the capacity of Ethiopian financial institutions at the federal and state levels to promote efficient economic and financial management and encourage private sector growth and international confidence.

### **Programme Objective I**

#### ***Strengthen the capacity of the state and local governments to enhance their decentralisation, political representation of the public***

Result 1 A civil service, with appointments based on merit, with minimum entry requirements and clear system of promotion based on merit, with checks and balances to ensure that this is implemented. This will be achieved by

- (1) Define and delineate chain of commands and specific functions clearly.
- (2) Developing procedures, norms, and legislation that make governmental officials subject to the rule of law, including regulations prohibiting acceptance of bribes or kickbacks.
- (3) Install legal mechanisms that compensate civil servants comparable to that of other sectors (salary paid to civil servants is similar to that which they could earn in other sectors).
- (4) Developing alternative employment opportunities for civil servants.
- (5) Developing benefits and access to government structures.
- (6) Developing an efficient civil service that affords significant attractions and civil service career development is independent of the executive branch or political party in power.
- (7) Institutionalise a system of political appointment at all levels of the civil service, and ensure that such a system is publicly known and acknowledged.

Result 2 ensuring that legislated rules do not impose restrictions on whom may participate and compete in the political, social and economic arena. This will be achieved by

- (1) Entrenching and enforcing the bill of rights into the constitution.
- (2) Building in universally recognised rights into the constitution.
- (3) Developing public monitoring mechanisms that limit governments to make use of state of emergency measures at will.
- (4) Put in force public monitoring of the state not to use legislation to suspend individual and group rights at any stage in the process.
- (5) Enable officials, through training, to apply laws impartially.
- (6) Developing indicators of the status of legislated rules that include the formal and actual requirements for registering a voluntary association, registering a political party, operating an independent newspaper or printing press, electoral codes provide for universal adult suffrage, voter registration, electoral redistributing, secret ballot and transparent ballot counting procedures.

### **Programme Objective II**

#### ***Capacity building for awareness, constitutional and legal provision for private investment***

Result 1 provision made in the constitution and administrative norms developed that are conducive to private investment. This will be achieved by

- (1) Sensitising and educating the bureaucracy, that private investment is the key to capital formation and accumulation.
- (2) Provide legislation so that private investment permitted in all sectors.
- (3) Provide regulatory environment conducive to small-scale business, the informal sector and women entrepreneurs.
- (4) Developing multi-track communication and information systems about investment options that will be readily available.
- (5) Developing a tax structure that is conducive to small-scale private investment.
- (6) Evolve legislation, which ensure that credit is available to both men and women in rural as well as urban areas through a variety of mechanisms.

#### **Programme Objective IV**

#### ***Capacities building for administrative rules that enhance political participation pertaining to election campaigns and the administration of elections***

- Result 1 administrative and electoral codes will put in place and monitored for their proper and appropriate functioning to ensure that there will be both political contestation and participation. This will be achieved by
- (1) Reviewing the current electoral codes with a view to revise them in line with experiences of the past few years of its existence.
  - (2) Designing participatory systems of evaluating those rules that preclude the possibility for democratic contestation.
  - (3) Develop further rules that can promote political culture development.

#### **Programme Objective V**

#### ***Capacity building for legal and regulatory frameworks to educate institutions and civil society organisations to control grand corruption and graft***

- Result 1 laws and bureaucratic norms against corruption in all its manifestations are developed and operationalised. This will be achieved by
- (1) The three branches of state develop administrative norms to control grand corruption and graft.
  - (2) Developing regulations in governmental departments to make corruption more difficult.
  - (3) There is a system of checks and balances to ensure that such regulations are adequately enforced.
  - (4) Developing curricula and systems for public education to fight corruption.
  - (5) Developing media awareness to fight corruption and graft.
  - (6) Developing a code of practice for management professionals.

#### **Programme Objective VI**

#### ***Capacity building for budgets and public expenditures to be made public***

- Result 1 the public is informed of the budgets and public expenditures through multi-track communications. This will be achieved by
- (1) Developing inputs into the multi-track communications to disseminate the general budgetary process, which take place over a specific time frame.
  - (2) Developing inputs as feed back to the multi-track communications system so that budgets for all sectors are made publicly available in a timely manner.

- (3) Developing inputs into the multi-track communications to institutionalise a system of recording public expenditures in all sectors.
- (4) Developing inputs into the multi-track communications for public expenditure records to made publicly available

### **Programme Objective VII**

#### ***Capacity building for an independent auditor general's office staffed with trained professionals***

Result 1 a highly functional office of the auditor general. This will be achieved by

- (1) Developing awareness in society for the appointment of a well-respected and competent auditor general.
- (2) Institutionalise administrative norms for the recruitment of well-paid professional staff adequate in number for the challenges faced and
- (3) Regional offices staffed by sufficient trained and qualified professionals to perform its functions adequately.

### **Programme Objective VIII**

#### ***Develop national and local capacities for community systems that enable stakeholders to articulate needs, opportunities, and share knowledge and create consensus for governance and sustainable livelihoods.<sup>8</sup>***

Result 1 Communications systems for poverty alleviation and sustainable livelihoods established. This will be achieved by

- (1) Identify key communication tracks, channels at national, district and community levels.
- (2) Assess effectiveness and efficiency of various informal and formal channels and tracks including radio, libraries, Internet, drama, etc.
- (3) Identify institutional linkages for effective flow of communication between districts and local areas and between districts and national institutions.
- (4) Support the establishment and operationalisation of a multi-track communications system centre

Result 34 Feedback mechanisms on policy between local communities and decision-makers established. This will be achieved by

- (1) Link participatory development exercises with developed communication systems.
- (2) Empower stakeholders to control decision-making processes.
- (3) Link participatory process with civic education programmes.
- (4) Key Gender, population, HIV/AIDS, Environment, human rights information fed into the Communications systems.
- (5) Identify information and knowledge requirements on gender, population, HIV/AIDS. Environment, human rights of different stakeholder and
- (6) Cadre of reporters in electronic and non-electronic trained in reporting SL matters, identify appropriate training programmes, conduct development reporting training needs assessment, and organise training workshops

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<sup>8</sup> This aims to install efficient and modern communications – between and within the various levels of government, legislature and civil society – are crucial for a country as large and as populous as Ethiopia, and for one that possesses a complex federal system. More than easing the bureaucracy of day to day management, good communications ensure that information flows between the various political and social institutions within the country and that policies and messages are conveyed in a timely manner.

### ***Supplementary Strategic Objective***

#### ***Support to cross cutting issues - environment, security, equality, governance research, extension and communication, globalisation, human rights and cultural renewal.***

Environmental destruction, having destroyed the production base of the people in such regions as Region I, Region II, Region III, has also been a flashpoint. Hence, environmental management, equality (gender, ethnic, racial, etc.) economic reform, entrepreneurship, employment promotion, food security, and water resources development are thus high on the agenda of the Fourth Republic. These priorities must be encouraged, as they will certainly reinforce democracy. The strategic foci are aimed at increasing social harmony, protect the environment, improve security and improve the status and contribution of women in Ethiopian society and politics. The following results are expected from this inter-sectorial work.

- ◆ Develop **local government action plans** that represent the true development aspirations of the people and processes that enhance their livelihoods. This will determine how we understand, investigate, and articulate means to exploit actual and potential linkages between indigenous, adaptive knowledge and contemporary knowledge and technology. This will enhance small holder productivity through technology development, dissemination, and enhanced use, as a means of improving livelihood availability at the household level.
- ◆ Create consensus and linkages between the *programme* and other livelihood security-related programmes, projects and activities of stakeholders and partners, which strive to achieve livelihood security. This will be achieved by strengthening at local government level and relevant units of government in on-going policy formulation/analysis, programme formulation and implementation of environmental action plans and the co-management programmes as they relate to natural resources use.
- ◆ Develop tools, technology and processes that lead an enabling environment for policy analysis, formulation and management. Within this context, the specific focus on policy analysis and development of an enabling environment is to provide tools for **(1)** creating a framework for the analysis of existing policies, policy gaps and omissions. **(2)** Ensuring a coherent policy environment, institutional analysis, making new policy choices. **(3)** Improving on old policies including alternative policies. **(4)** Designing a national policy framework conducive for a continuous and participatory process, including legal instruments to recognise CSOs, CBOs, and other groups often marginalised from decision making processes, and **(5)** establishing a code of practice for partnership building with provisions for continuous improvement with respect to participatory approaches.
- ◆ Enhance capacity for wise decision-making at the national level that responds to actual conditions throughout the country and the concerns expressed by the people. This will be done through **(1)** Improved analysis, formulation, and advocacy of government policies and programmes in support of the programme. **(2)** Enhance decision-making, capacity that promotes the programme at the local government levels. **(3)** Build capacity of local organisations and individuals at the local government and household levels to make wise decisions that promote the programme and enhance gender balance and equity. Immediate objectives in this arena are **(a)** a National Gender programme developed and operationalised. **(b)** Enhanced co-ordination, relevance and effectiveness of supporting agencies to government and other partners in integrating gender into development programs. **(c)** Gender Equality and the Advancement of women Development. **(d)** Developed gender focused management training for women managers. **(e)** Gender analysis and gender responsive programme and project design. **(f)** Enhanced capacity of NGOs to design, implement and co-ordinate gender responsive

programs and advocacy for gender equity and equality. (g) A comprehensive gender research programme developed and (h) Documentation centre on gender established. (i) Enhanced capacity of collection of gender disaggregated data and to carry out a gender analysis of secondary data

**SECTION V**  
**IMPLEMENTATION STRATEGY FOR**  
**THE GOVERNANCE DEVELOPMENT PROGRAMME**

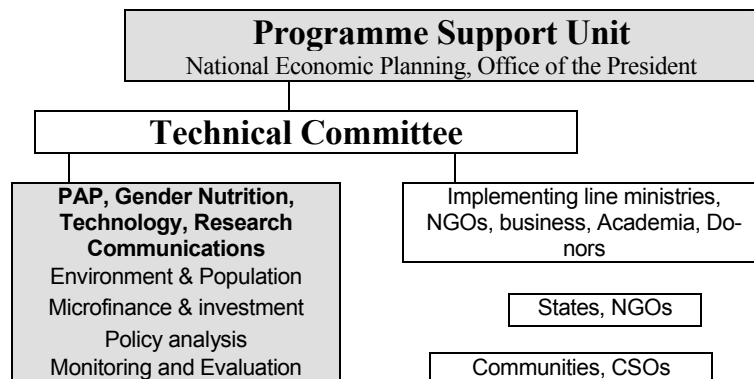
*Implementation Strategy*  
*Programme Management, Support and Co-ordination*

The programme is to be considered an integral of Ethiopia’s national development plans and programmes. Accordingly, institutional arrangements are in-line with prevailing mechanisms for management and co-ordination of national programmes. These are managed and implemented by government institutions, NGOs and CSOs according to their mandate with emphasis on achieving inter-sectoral integration. Through decentralisation efforts, government is still in the process of developing optimal linkages and lines of communication between institutions at the central and state levels. Institutional and implementation arrangements for the programme will be subject to modification in-line with the ultimate decisions of government.

Institutional arrangement at the national level includes the establishment of a three tier institutional framework, which will utilise existing government bodies where feasible. At the policy and decision-making level is the *Governance Development Steering Committee*, comprised of stakeholders. Guiding the technical activities of the Programme is a *Governance development Technical Committee*, comprised of relevant, multi-disciplinary technical experts from both government and outside government, as appropriate. Servicing the two committees, and responsible for the day-to-day management, technical backstopping and co-ordination of the Programme is the *Governance development programme secretariat*.

The Government will maintain its governmental role and mandate as a co-ordinating rather than an implementing body. They will maintain their responsibilities for the planning and appraisal of Programmes and projects, for allocating the capital budget and for co-ordinating cross-sectoral, multi-agency initiatives. Responsibility for co-ordination of bilateral and multilateral assistance for the various components will be undertaken by the Government Line Ministries, NGOs and CSOs will be responsible for implementing certain sectoral components and activities, and will provide technical advisory services as required and assistance with input sourcing. At the decentralised levels, the Governance Programme will utilise the institutional arrangement put in place by government and CSOs, which was implemented with assistance from. This Programme establishes systems for decentralised planning, programme implementation, and financial management at the state level. The key decentralised institutions and tools to be utilised by the programme will include the following: The Regional Government, The Wereda council and a Community Project Implementation Committee.

**NATIONAL STEERING COMMITTEE**



Organigramme for strategic co-ordination of the impact of the governance

## II. INSTITUTIONAL MANDATES AND RESPONSIBILITIES

To achieve this the governance will co-opt Government officials, professionals, academicians, research scientists, workers, farmers, students, and any other physical or legal persons interested in the promotion of the purposes and objectives of the Governance Programme. The governance management shall have (see the Organigramme above): a National Governance-Steering Committee, a Technical Committee, a Chair-person of Governance-Steering Committee and a Technical Committee, a National Programme Co-ordinator and the necessary staff