



UN HABITAT

Regional and Technical Cooperation Division



ETHIOPIA URBAN PROFILE



Participatory Slum Upgrading Programme in the African, Caribbean and Pacific Countries
Project designed and implemented by UN-HABITAT
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This report was prepared by Ethiopia UN-HABITAT Programme Manager Tewodros Tigabu and Consultant Girma Semu elaborating on information collected through interviews with key urban actors in Ethiopia.

This project and report were managed by Mohamed El Sioufi, Alain Grimard and Kerstin Sommer. Important inputs were provided by Alioune Badiane, Antonio Yachan, Farrouk Tebbal, Clarissa Augustinus, Mohamed Halfani, Lucia Kiwala, Eduardo Moreno, Raf Tuts, Gulelat Gebede and Gora Mboup.

Review, editing and graphic design: Ib Knutsen.

Photographs by Alain Grimard and Ib Knutsen.

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P.O.Box 30030, GPO 00100

Nairobi, Kenya

Fax: + (254 20) 762 4266/7

E-mail: unhabitat@unhabitat.org

Website: <http://www.unhabitat.org>



United Nations Human Settlements Programme
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FOREWORD

The annual urban growth rate in Sub-Saharan Africa is almost 5 percent twice as high as in Latin America and Asia. It also has the world's largest proportion of urban residents living in slums, which today are home to 72 percent of urban Africa's citizens representing a total of some 187 million people. As more and more people seek a better life in towns and



cities, the urban slum population in Africa is projected to double every 15 years in a process known as the urbanisation of poverty. African cities are thus confronted in the new Millennium with the problem of accommodating the rapidly growing urban populations in inclusive cities, providing them with adequate shelter and basic urban services, while ensuring environmental sustainability, as well as enhancing economic growth and development.

UN-HABITAT is the lead agency for implementation of Millennium Development Goal (MDG) 7, Target 10 (reducing by half the number of people without sustainable access to safe drinking water), and Target 11 (achieving significant improvement in the lives of at least 100 million slum dwellers by 2020).

As part of our drive to address this crisis, UN-HABITAT is working with the European Commission (EC) to support sustainable urban development in African, Caribbean and Pacific (ACP) countries. Given the urgent and diverse needs, the agency found it necessary to develop a tool for rapid assessment to guide immediate, mid- and long-term interventions.

In 2004, UN-HABITAT's Regional Office for Africa and the Arab States took the initiative to develop the approach for application in over 20 countries. This was achieved in collaboration with other departments within the agency – the Urban Development Branch with the Urban Environment Section, the Global Urban Observatory, the Shelter Branch, the Urban Governance Unit, the Gender Policy Unit, the Environment Unit and the Training and Capacity Building Branch. This new corporate approach is known as **Rapid Urban Sector Profiling for Sustainability**. The implementation of the Urban Profiling was launched thanks to contributions from the Governments of Italy, Belgium and the Netherlands. Today, UN-HABITAT is conducting city profiles in 18 new countries as part of the Participatory Slum Upgrading Programme financed by EuropeAid and its Intra-ACP fund. Also, Ethiopia, as well as 12 other African countries, are going to develop action plans for selected priority proposals presented in this document, the second phase of the new programme. The idea behind the urban profiling is to help formulate urban poverty reduction policies at the local, national and regional levels through a rapid, participatory, crosscutting, holistic and action-orientated assessment of needs. It is also aimed

at enhancing dialogue, awareness of opportunities and challenges aiming at identifying response mechanisms as a contribution to the implementation of the MDGs.

The approach addresses four main themes: governance, slums, gender and HIV/AIDS and environment. It seeks to build a national profile, and three settlements representing the capital or a large city, a medium-sized city, and a small town. The profiles offer an overview of the urban situation in each participating city through a series of interviews with key urban actors. This is followed by a city consultation where priorities are agreed. City-level findings provide input for the national profiling that is combined with a national assessment of institutional, legislative, financial and overall enabling frameworks and response mechanisms. The profiles at all levels result in supporting the formation of city and national strategies and policy development. Additionally, the profiling facilitates sub-regional analyses, strategies and common policies through identification of common needs and priorities at the sub-regional level. This provides guidance to international external support agencies in the development of their responses in the form of capacity building tools.

In Ethiopia, the profiling was undertaken under the leadership of national and local authorities. This initiative has been carried out locally in Addis Ababa, Dire Dawa and Ambo, as well as nationally. The Ethiopia National Profile focuses on the findings of a desk-study, interviews with key actors, and country-wide consultations with key urban actors and institutions. Consultation participants agreed to address the salient urban issues including poverty, insecurity, corruption, pollution and crime – all problems that negatively affect investments and economic development. A consensus was reached on priority interventions in the form of programme and project proposals to be implemented.

I wish to acknowledge the contributions of Mr. Mohamed El Sioufi, who initiated the urban profiling concept, the Programme Manager Alain Grimard and Kerstin Sommer who coordinates the programme. I also wish to cite those members of staff for their role in helping produce this report. They include Alioune Badiane, Kerstin Sommer, Clarissa Augustinus, Mohamed Halfani, Lucia Kiwala, Eduardo Moreno, Raf Tuts, Gulelat Kebede, Gora Mboup and Tewodros Tigabu.

I would like to wish all those who have participated in and supported this initiative every success in its implementation. I also look forward to supporting further their efforts in the development of Ethiopia.

Anna Kajumulo Tibaijuka

Under-Secretary-General of the United Nations,
and Executive Director,
UN-HABITAT

OVERVIEW

Ethiopia is one of the least urbanized countries in Africa, with some of the largest number of people living in cities. This apparent contradiction is owed to our agricultural heritage, where the majority has been working the land. Rapid population growth has since been countering this, ensuring that, of 77 million people, over 12 million are now living in cities.

The growth of Ethiopian cities presents enormous challenges to the nation. Not only are the markets in cities essential for the prosperity of rural areas, but they can also provide additional economic growth, opportunities, and improved access to education and health.

The Ethiopian government has therefore partnered with UN-HABITAT to fully review the status of the cities, and see how Ethiopia best can facilitate for vulnerable groups, improve urban services, and support future growth. This publication is the first step of this process, serving as both a base-line, and as an illuminator to what our areas of focus should be. The second phase will build upon these insights, and identify tangible projects and processes that municipal authorities, regional- and central government together with international partners can implement to improve the situation for Ethiopians in general, and reducing urban poverty in particular.

Ethiopia is in a favorable position to address these issues, due to a number of factors. It has taken steps to reform the administrative structure, by decentralizing government authority to regional and district level, simplifying the legal code and promoting small-scale enterprises. Ethiopia has also increased school enrolment and access to health care, stabilised HIV/AIDS infection rates, improved access to clean water, and strengthened the rights of women. As a result, the economy has grown by an annual 9 percent the last five years.

Much remains to be done, however. The population size is only second to Nigeria in Sub-Saharan Africa, and it is growing by 2.9 percent per year. Many of these children will be born into poverty. Innocent as they are, they will increase the strain on our already stretched public facilities. The economy will eventually need to grow even faster, just to keep up. Given the huge challenges facing the nation, it may not be surprising that poverty eradication is Ethiopia's main development goal.

At the same time, the country's agriculture is still not self-sufficient, and is threatened at regular intervals by droughts and floods. The private sector, while encouraged and growing, is not expanding rapidly enough to absorb the increasing urban migration. Ethiopian cities are the fastest growing administrative units in the country, adding 4.2 percent per year. Creating enough jobs, shelters, schools and health facilities for the urban population is a task the government is already working hard at addressing.

Careful planning, transparent governance and effective implementation are essential tools for us to build on our progress, learn from the past, and work hard for the benefit of our country and our peoples.

The main policy tool of the government is the Plan for Accelerated and Sustained Development to End Poverty (PASDEP). It follows up lessons learned from the first comprehensive poverty-reduction policy in 2002, the Sustainable Development and Poverty Reduction Programme (SDPRP). It has been developed in a participatory manner with national and international stakeholders under the auspices of the Ministry of Finance and Economic Development (MoFED). The final draft was shared again with line ministries and regional authorities, before being adopted by the Ethiopian parliament as a legal document guiding national development policy until 2010.

The Urban Profiling was handy to analyse policy thinking, focusing on urban sustainability through governance, institutions and services. The participatory approach adopted in the process is also important to highlight issues that may otherwise not come to be identified. The continued support from the Governments of Italy, Netherlands, Belgium, and the European Commission is welcomed as developing sustainable cities is one of the world's greatest challenges.

EXECUTIVE SUMMARY

Introduction

The Urban Profiling is a systematic and structured approach to the assessment of urban needs and response mechanisms at city and national levels in Africa and the Arab States.

The overriding aim of the study is to contribute to the ongoing efforts of countries in the region in poverty reduction at all levels - city, country and region.

In doing so it is hoped that the assessment would provide an opportunity to gauge the gaps in implementing the Millennium Development Goals (MDGs) of countries in the region.

The Urban Profiling, initially implemented in over twenty countries, is now a global programme. It is expected to provide critical inputs and benefits to the implementing partners, enabling the management of sustainable cities, with adequate shelter, health and basic services.

The Urban Profiling in Ethiopia includes the profile of Addis Ababa, the capital, Dire Dawa, the second largest city, and Ambo, a third level town each published as a separate report.

The themes included in the study are slum and housing, gender, urban environment and urban governance.

Background

Ethiopia, located in the north eastern part of Africa, has a total population of 77 million. It is the second-most populous, but least urbanized, country in sub-Saharan Africa.

The structure of Ethiopia's economy largely depends on rain-fed agriculture, which accounts for almost half of the Gross Domestic Product. Cities and towns produce close to the remaining 50 percent. Urban poverty is endemic, through high unemployment (*as high as 32% in Addis Ababa and Dire Dawa*), and chronic housing shortage (*70% of urban population live in slums*). Systemic gender disparities make women more vulnerable to poverty, and impacts negatively on the socio-economic and political development of the country.

Governance

The Federal Democratic Republic of Ethiopia has a parliamentary form of government that comprises of nine national regional states. Both the federal government and the states have legislative, judicial and executive power, but the latter must not contradict the former. The house of People's Representatives is the highest authority of the federal government.

Four regions have issued proclamations granting an element of self-rule for its cities and towns. Two cities (*Addis Ababa and Dire Dawa*) have special administrative status, and reports to the central government as opposed to the regions

they are located in. The remaining 5 regions are in the process of developing the proclamations regarding their cities.

Slums

The longevity of feudalism in Ethiopia prevented modern urban structures and facilities to be developed for much of the last century. Lack of formal access to land rendered much of the urban housing informal. Decay has since made the substandard housing more adequately defined as slums. They are characterized by poor standards, lack of basic sanitation, services, and infrastructure.

There is also a huge need for new housing. Recent need assessments undertaken in the major cities of the country show that there is a shortage of nine hundred thousand housing units. The Ministry of Works and Urban Development has formulated an integrated housing development programme comprising of condominium, housing cooperatives and owner-builder systems that seek to fill part of the gap in housing.

Gender

Gender inequality in Ethiopia has a long and deep rooted history, despite enabling legislation. Indicators such as deliveries attended by skilled health personnel (10%), and female morbidity rates (75% vs. 22% male) (WAO, 2005) remain poor. Women are discriminated in all aspects of life, from birth, early adolescence, education, marriage, and in adult life. Legislation forbids harmful practices, but is voided in the constitution if the parties consent to it. With the low value of female voices, discriminatory practices continue.

Some progress has been witnessed in political appointments, but women remain marginalised in most arenas of power. 21 percent of the seats the House of People's Representatives is held by women, but only 2 percent of high-level professional positions are. The government has met this challenge with reserving seats for women in governmental forums and programmes, allocating for instance 20 percent of the new condominium houses to women.

Environment

Poor environmental management has led to accelerated environmental degradation. Dire Dawa, one of the three cities included in this study, recently experienced a devastating flood that killed hundreds and left thousands homeless, due to poor housing built in high-risk areas.

The majority of urban structures have no water and sanitation. Solid waste is not treated. The government has finished work on environmental legislation, enabling more enforcement, as well as improvements in infrastructure.

INTRODUCTION

The Urban Profiling

The Urban Profiling consists of an accelerated, action-oriented assessment of urban conditions, focusing on priority needs, capacity gaps and existing institutional responses at local and national levels.

The purpose of the study is to develop urban poverty reduction policies at local, national and regional levels, through an assessment of needs and response mechanisms, and as a contribution to wider-ranging implementation of the Millennium Development Goals.

The study is based on analysis of existing data and a series of interviews with all relevant urban stakeholders, including local communities and institutions, civil society, the private sector, development partners, academics and others.

This consultation typically results in a collective agreement on priorities and their development into proposed capacity-building, and other projects, that are all aimed at urban poverty reduction. The Urban Profiling is now being expanded from its initial 20 African and Arab countries, offering an opportunity for comparative regional analysis. Once completed, this series of studies will provide a framework for central and local authorities and urban actors, as well as donors and external support agencies.

Methodology

The Urban Profiling consists of three phases:

Phase One consists of rapid profiling of urban conditions at national and local levels. The capital city, a medium size city and a small town are selected and studied to provide a representative sample in each country. The analysis focuses on four themes: governance, slums, gender and HIV/AIDS, and the environment. Information is collected through standard interviews and discussions with institutions and key informants, in order to assess the strengths, weaknesses, opportunities and threats (SWOT) of the national and local urban set-ups. The findings are presented and refined during city- and national consultation workshops, and consensus is reached regarding priority interventions. National and city reports synthesise the information collected and outline ways forward to reduce urban poverty through holistic approaches.

Phase two builds on the priorities identified through pre-feasibility studies and develops detailed capacity building and capital investment projects.

Phase three implements the projects developed during the two earlier phases, with an emphasis on skills development, institutional strengthening and replication.

This report presents the outcomes of the Urban Profiling, Phase One of the Participatory Slum Upgrading Programme at the national level in Ethiopia.

Urban Profiling in Ethiopia

In addition to this national profile, the Urban Profiling in Ethiopia includes the profiles of Addis Ababa - the capital, Dire Dawa, the second largest city, and Ambo, a third level town, each published as separate reports.

Feed back was sought - and received from - key sections of Ministry of Works and Urban Development including gender, land and housing, federal urban planning institute, policy planning and road fund.

The Ministry of Women's Affairs and the Federal Environment Authorities have also been consulted and provided valuable information.

The city level reports have also been reviewed and commented by the above mentioned sections of Ministry of Works and Urban Development, in addition to three respective city level consultations. At the city level the pertinent institutions included gender, environment protection, land, housing, infrastructure, mayors and city managers offices, as well as capacity building, education, health institutions have participated in the consultation, and provided valuable feedbacks.

Report structure

This report consists of:

- 1 a **general background** of the urban sector in Ethiopia, based on the findings of the country assessment report, a desk study, interviews, and city consultations. The background includes an urban situation analysis, data on urban administration and planning, economy, informal and the private sector, urban poverty, infrastructure, water, sanitation, health and education. (*See back cover for a list of participants in the national consultations, and bibliography*).
- 2 a **synthetic assessment** of four main areas governance, slums, gender and HIV/AIDS and environment in terms of the institutional set-up, regulatory framework, resource mobilisation and performance; this second section also highlights agreed priorities, and includes a list of identified projects;
- 3 The third and last section includes a SWOT analysis and outlines **priority project proposals** for each theme. The proposals include beneficiaries, partners, estimated costs, objectives, activities and outputs.

ETHIOPIA - POPULATION AND SETTLEMENT

Ethiopia is one of the most populated countries in Africa, with 77 million inhabitants. They are a mixed population, with over 80 distinct ethnic groups. The largest group, the Oromo, constitutes less than a third of the population. State land and a traditional focus on agriculture, has slowed urbanisation, and only one sixth of the population lives in urban centres. If one discounts towns with less than 10 000 inhabitants, the proportion drops to one in thirty, or 3 percent. Ethiopia is thus one of the least urbanised countries in Africa, but, due to its large population size, has the most people living in cities. Ethiopia's cities are also growing faster than the country as a whole, at 4.1 percent versus a national 2.7 percent. The cities in the Urban Profiling study are typical examples of this development, and Addis Ababa, Dire Dawa and Ambo have all nearly tripled in size the last twenty years.

Language and ethnic composition	
Official language	Amharic*
Major languages	Central: Amharic (50)** South: Oromo (25) North: Tigray (6) West: Somali (6)
Ethnic groups	80

**All languages are recognised under the constitution, and each state can choose its own official language. Amharic is however the official language of the government. **Numbers indicate millions of speakers.*

Population Estimates	
Total population	77 million
Urban population	12 million (16%)
Rural population	65 million (84%)

Source: World Urbanisation Prospects: The 2005 Revision Population Database.



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