



UN HABITAT

Regional and Technical Cooperation Division



ETHIOPIA: ADDIS ABABA URBAN PROFILE



Participatory Slum Upgrading Programme in the African, Caribbean and Pacific Countries

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United Nations Human Settlements Programme
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ADDIS ABABA URBAN PROFILE

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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

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 gage the gaps in implementing the United Nations 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 condition, gender, urban environment and urban governance. This report comprises of a background, and analysis of the four themes of Addis Ababa City.

Background

Established in 1886 and with four million population, Addis Ababa is one of the oldest and largest cities in Africa. At an average altitude of 2400 meters, it is also one of the highest.

Being the capital of a non-colonized country in Africa, it has been playing a historic role in hosting the regional organizations such as the Organisation of African Unity / African Union, and the Economic Commission for Africa, which contributed to the decolonisation of African countries, and later bringing Africa together.

Its geographic location in the center of Ethiopia, combined with lack of development policies in other urban centres have given the capital the majority of social and economic infrastructure in the country.

As a result, it has been a melting pot to hundreds of thousands of people, coming from all corners of the country in search of better employment opportunities and services. This high rate of rural urban migration accounts for about 40 percent of the growth. Coupled with rapid natural population growth, Addis Ababa one of the fast growing cities in Africa, posing critical challenges, including high rate of unemployment, housing shortage and environmental deterioration.

Governance

Since the overthrow of the military regime in 1991, the country has engaged in some decentralisation. As such, the capital Addis Ababa and Dire Dawa has been granted some level of autonomy, and reports directly to the central government (*rather than the state they are located in*).

Thus, the city of Addis Ababa has been exercising a level of self-rule. It has achieved a lot in terms of service delivery, local empowerment, community participation, employment creation and housing provision.

Slums

The overwhelming majority of the houses in the current slums of Addis Ababa were built by feudal land lords of the Haile Selassie era, ending with the marxist coup in 1974.

The new regime nationalised all land and rental houses in decree number 47/1975. Rental houses were given to kebeles, urban dweller associations, for management. The current government have not changed this policy, and still owns all land, and rather grants user rights.

Measured against generic and internationally known standards such as sanitation, density, availability of potable water, the situation of the kebele houses in Addis Ababa is critical.

Gender

Stereotyped thinking, social taboos and discriminatory laws are still discriminating women in Ethiopia. While less rigid than rural areas, women face major obstacles also in Addis Ababa.

Most indicators show a major bias towards women. For instance, 23 percent of women in Addis Ababa are illiterate, 22 percent have only primary education, and only 4 percent who have reached college or university level.

The recently replaced administration of the city had only one women cabinet member, as do the current. In terms of managerial and professional level jobs, the picture is even more gloomy.

Environment

The rapid population growth of Addis Ababa has been putting tremendous pressures on the city, not least in terms of environmental degradation. For instance, 35 percent of the solid waste generated by the city is not collected (*AAEPA, 2006*).

River, soil, air and water pollution as a result of industrial wastes, are poorly managed, and are becoming growing concerns in Addis Ababa.

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.

RUSPS is now being expanded from its initial 20 African and Arab countries, offering an opportunity for comparative regional analysis, at present, between 38 countries. 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 is a rapid urban profiling at national and local levels. The capital city, medium size city and small town are selected and studied to provide representative samples of the urban sector in each country.

The analysis focuses on four themes: Governance, Slums, gender and Environment. Information is collected through interviews and discussions with institutions and key informants to assess strengths, weaknesses, opportunities and threats (*SWOT*) of the national and local urban contexts.

The findings are presented and refined during city and national consultation workshops and consensus is reached for priority interventions.

National and town reports synthesize 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 project proposals.

Phase three implements the projects developed during the earlier phases, with an emphasis on skills development, insti-

tutional strengthening and replication. This report presents the outcomes of RUSPS phase one of Addis Ababa city.

Urban Profiling in Addis Ababa

The *Urban Profiling* in Addis Ababa has been developed in consultation with the lead ministry - Ministry of Works and Urban Development, and a consultation forum involving the key sections including gender, land and housing, policy planning road fund and federal urban planning institute was organized to seek feedback. It was held in Addis Ababa on the 14th of November 2006.

At the city level the relevant city administration organs such as the City Manager's office, the Mayor's Office, the Addis Ababa Bureau of Education, the Addis Ababa Environment Protection Authority, the Housing agency, the Addis Ababa Women Affairs Office, the Ministry of Finance and Economic Development, the Department of Urban Planning and Inspection, the Bureau of Justice, and the UN-Habitat Programme Manager have all participated.

As much as possible information have been collected from secondary sources, including international and local publications, in addition to interviews and discussions with relevant officials and professionals.

Report structure

This report consists of:

- 1 A **general background** of the urban sector in Addis Ababa, based on a desk study, interviews, focus group consultations with key stakeholders held in November 2006. (See back cover for a list of participants in the city consultations and bibliography).

The background includes data on administration, urban planning, the economy, the informal and formal private sector, urban poverty, infrastructure, water, sanitation, public transport, street lighting, energy, health and education;

- 2 A synthetic **assessment** of four main areas – governance, slums, gender and HIV/AIDS and environment – in terms of the institutional set-up, regulatory frameworks, 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 Strengths, Weaknesses, Opportunities and Threats (*SWOT*) analysis and an outline of priority project proposals for each theme. The proposals include beneficiaries, partners, estimated costs, objectives, activities and outputs.



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