### Government of the Federal Democratic Republic of ETHIOPIA

in collaboration with partners supporting the Integrated Framework for Trade-related Technical Assistance (IF)

### Institutional Support to Trade Integration and Implementation of the IF Plan of Action in Ethiopia

Brief Description:

This project is prepared for submission to the IF Trust Fund and focuses on the institutional support that needs to be provided to ensure the sustainability of the IF process and trade development activities in Ethiopia, particularly with regard to institutions that will be involved in:

- i) Overall coordination of the IF process and Implementation Plan
- ii) Preparation for WTO negotiations
- iii) Provision of trade support services

The main objective is to increase the capacity of multiple national actors and institutions to successfully advance the interests of the poor in the preparation of policies and frameworks supportive of trade development in Ethiopia.

Project formulation responds to the requirements of the IF Trust Fund but also accounts for emerging needs in the area of support to trade-related capacity building. Particularly, the IF/DTIS Technical Committee considers the preparation of a Capacity Building Master Plan and a WTO Road Map as important steps to facilitate and guide future endeavours in the provision of TRTA.

As implementation moves forward, activities will be monitored for scale-up potential. Additional funds may be required and will be mobilised from other sources either in form of contributions to this project or as parallel funding.

This project is the result of the work of the IF/DTIS Technical Committee, a multistakeholder working group comprising of Government, private sector organisations and donor representatives.

### Section I - Elaboration of the Narrative

### PART 1 - Situation Analysis

The Integrated Framework for Trade-related Technical Assistance for LDCs (IF) is concerned with "mainstreaming trade" as an integral part of the national development and poverty reduction strategies, namely the PRSP. This is based on the premise that the relevance of the global trading regime for human development and the achievement of poverty reduction objectives has gradually increased in the past years (www.integratedframework.org).

The first step in the IF process is the preparation of the Diagnostic Trade Integration Study (DTIS). Ethiopia's DTIS was validated in November 2003. A National Steering Committee and a Technical Committee (TC) oversee and provide constant support and guidance during the IF/DTIS process. Their members are drawn from public and private sector institutions as well as donor agencies!. Based on the DTIS and the outcomes of the consultations, in November 2003 the Minister of Trade and Industry entrusted the IF/DTIS Technical Committee with the preparation of an Implementation Plan for formulation and provision of trade-related technical assistance in Ethiopia.

In March 2004 the Technical Committee concluded its deliberations on the outcomes of the workshop and submitted a draft Implementation Plan to the IF/DTIS Steering Committee for endorsement (a summary of the deliberations of the IF/DTIS TC is enclosed as Annex A).

On the occasion of the visit of the EU Trade Commissioner Pascal Lamy in February 2004, the Government reiterated its commitment to pursue a comprehensive agenda aimed at harnessing trade and private sector development for poverty reduction. Accession to WTO and the IF process were indicated as top priorities.

Ethiopia started the process of accession to WTO in February 2003. The WTO General Council accepted Ethiopia's request but acknowledged that institutional capacities in the country require further development.

From a human development perspective, this move towards trade liberalisation needs to be complemented and supported by poverty-focused interventions, so that it does not exacerbate inequality and bypass the poor, especially the rural poor. The policy choices determined by expanded trade, regional integration, and WTO accession –among others- can often affect human development because they have an impact on food security, income, employment, public health and education, gender equality, capital flows, labour migration, and ownership and access to technology.

This is also a call for donor partners to pursue a more inclusive policy agenda aimed at addressing entrenched poverty and preventing potential marginalisation of Ethiopia in the global economy. Furthermore, special needs of landlocked countries, such as Ethiopia, were recognized in the Millennium Declaration, which urged both bilateral and multilateral donors to increase financial and technical assistance to these countries.

The IF process is a means to advance the PRSP/SDPRP agenda by giving more detailed content to its objectives in the areas of trade, investment and private sector development. In Ethiopia, the preparation of the PRSP preceded the DTIS and therefore DTIS recommendations could not be included. Chapter VIII of the Sustainable Development and Poverty Reduction Programme

Members of the IF/DTIS Committees are drawn from the Ministry of Trade and Industry, the Ministry of Finance and Economic Development, the National Bank of Ethiopia, the Coffee & Tea Authority, the Tourism Commission, the Public Enterprises Supervising Authority, the Customs Authority, the Addis Ababa Chamber of Commerce, the Ethiopian Chamber of Commerce, ADB, European Commission, DFID, Embassy of Japan, USAID, IMF, UNDP, World Bank

emphasises private sector involvement in economic activities, industrialization based on the use of domestic raw material with labour-intensive technology, and strategies to enhance the competitiveness of the national economy. Both the WB/IMF Joint Staff.Assessment<sup>2</sup> and the DAG Joint Partner Review indicated the need for a more detailed articulation of issues related to trade and private sector development in the SDPRP. Since July 2002 a number of consultations on these topics took place within the Government and with other stakeholders. A National Public Private Partnership Dialogue Forum was established in October 2002 and serves as a platform for discussion on policies and implementation. The "Industrial Development Strategy" (GoE, August 2003) underscores the commitment of the Government to strengthen policy approaches and create an enabling environment for a thriving private sector and trade development.

Ethiopia is one of the countries that embraced the principles of the MDGs and NEPAD. The SDPRP is being seen as a rolling plan that brings Ethiopia progressively closer to achieve the long-term objectives of the MDGs. Shared responsibility and mutual accountability are essential principles. These principles imply a commitment to review global 'rules of the game' regarding e.g., investment, trade, finance and migration where they hinder Africa's participation in the global economy. Partners must make sure that policies that affect Ethiopian development – including trade policies - are consistent with the pledge to achieve the MDGs.

### PART II - Strategy

Out of the many recommendations put forward by the DTIS and validated at the workshop, the deliberations of the Technical Committee focused on 43 top-priority issues and related Technical Assistance requirements (for additional information, please refer to the "Report on the Deliberations of the IF/DTIS Technical Committee" – Annex A).

Details concerning the scope and impact of these priority actions are included in the Implementation Plan (see Annex B).

It is understood that - alike the PRSP - the IF is a rolling process, whereby the Plan of Action would be constantly revised and updated in light of the progress registered on the implementation of priority actions and changes occurring in the PSD and trade policy environment.

This project focuses on the institutional support that needs to be provided to ensure the sustainability of the IF process and trade development activities in Ethiopia, particularly with regard to institutions that will be involved in:

- i) Overall coordination of the IF process and Implementation Plan
- ii) Preparation for WTO negotiations
- iii) Provision of trade support services

More analysis and details on the recommendations can be found in the relevant sections of the DTIS (particularly Annex 7).

This project is prepared for submission to the IF Trust Fund and envisages 3 components:

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### Component 1 - Institutional Support to the Ministry of Trade and Industry and Chambers of Commerce

The lack of human and institutional capacity could pose significant challenges to the sustainability of the IF process in Ethiopia. The Ministry of Trade and Industry needs to be supported to discharge its responsibility as overall coordinator for the implementation of the Action Plan and become the apex institution for trade development in Ethiopia. By the same token, some major partners among private sector organisations, such as the Chambers of Commerce, can play a significant role in terms of advocacy and trade support services.

### Activities include:

- Preparation of a Master Plan for Capacity Building of all trade-related institutions. This will cover – among others:
  - An analysis of trade capacity building needs for the CoCs<sup>3</sup>;
  - The elaboration of a comprehensive support structure to strengthen the coordination function of the Ministry of Trade and Industry
  - Prepare an overview of other support activities and their linkages
- Support to the creation of Trade Documentation and Information Centres to:
  - i) Create and maintain databases related to the export potential of the country, incentive systems granted to exporters, rules and procedures for exports and imports of raw materials and components, and foreign trade statistics.
  - ii) Provide trade policy analysis.
  - iii) Offer and organise in a user-friendly database information and guidance to investors on investment opportunities, legal and regulatory frameworks, etc.
  - iv) Provide information on international markets, including prices and regulations, behaviour of traditional and non-traditional products, international contacts.
  - v) Through web-sites and internet-based services, interact with Ethiopian embassies and commercial offices abroad, thus promoting exports and foreign investment.

Main inputs will consist of expertise to set up TDICs and operational resources to allow the Ministry of Trade and Industry to establish and roll out a supportive structure for IF implementation and overall facilitation of related capacity building activities.

### Component 2 - Enhancement of trade negotiation capacity

### Activities include:

Support to the preparation of a "Road Map to WTO negotiations". The Road Map should encompass: i) stocktaking of major conclusions drawn from earlier and ongoing relevant studies, ii) indication of studies, analysis and activities to be undertaken (with time frame), iii) identification of the capacity building requirements, iv) mapping of available options/resources to meet the capacity building requirements

It is understood that this could be one element of the overall Business Plan that the CoCs are expected to prepare in the near future, summarising their vision, objectives and needs for support.

Preparation of an impact assessment study to i) analyse the consequences of accession to WTO on trade of goods and services, [focus should be on a the compatibility analysis in terms of the main requirements of CSPS, TBT, TRIPS, TRIMS, Customs Evaluation, etc.]
 ii) identify priorities and areas of comparative advantage, iii) make recommendations on sectors, mode of supply, institutional requirements, etc.

Component 3 - Support to the establishment of an internationally recognised conformity assessment system to enhance trade competitiveness in terms of quality and performance.

Ethiopia needs to identify and implement a full set of measures to diversify both the export bundle as well as markets for products. The country also needs to overcome technical barriers to trade involving sanitary and phyto-sanitary measures (SPS). Technical assistance is needed to undertake necessary studies as well as to enhance the capacity of the Quality and Standards Authority and the Ministry of Agriculture and Rural Development.

Main outputs will revolve around, the extended mandate of the Ethiopian Quality and Standards Authority, implementation of strategies to address supply-side constraints, and the implementation

of the Economic Partnership Agreements (EPAs).

Main inputs will consist of Technical Assistance and Capacity Building on standardisation, certification, accreditation, documentation, quality assurance, financing and administration, human resources and marketing.

Key activities envisaged:

 Establish a government-recognised professional body to accredit laboratories and conformity assessment bodies, after evaluation and site inspections undertaken in accordance with the guidelines adopted by the relevant international organisations;

- Make arrangements in the interim to access the services of foreign accreditation bodies;

 Establish as system for alerting exporters to forthcoming changes in technical regulations or SPS measures by using WTO notifications;

 Create greater awareness among industry and trade associations of the need to take a more active interest in standardisation activities at both national and international level

'Incremental Programming

It is understood that Window II only provides limited resources to be shared by the 11 LDCs currently engaged in the IF process on a "first-come-first-served" basis<sup>4</sup>. In this light, the IF/DTIS Technical Committee has structured this project into 3 components.

Components have been prioritised and individually costed.

- Components can be treated and managed as different projects.

 Components will be subsequently activated on the basis of the allocation of resources made by the IF Trust Fund.

Priorities for the submission of this project to the IF Trust Fund have been identified as follows:

IFTF	Component	Budget
Priority order		
Į ši	Comp. 1 - Institutional Support	350,000 USD
n.:	Comp. 2 - Trade negotiation capacity	400,000 USD
310	Comp. 3 - Conformity assessment system	280,000 USD

As of July 2004, only Components 1 and 2 of this project have received allocations from the IFTF.

As implementation moves forward, activities will be monitored for scale-up potential. Additional funds may be required and will be mobilised from other sources either in form of contributions to this project or as parallel funding.

Partnership Strategy

Project implementation anticipates coordination with a wide variety of national and international counterparts already active in the areas of private sector development and trade at a time when policies and programmes of intervention are still in an emerging phase.

Through the IF/DTIS Technical Committee and the Thematic Working Group on Private Sector Development and Trade, operating under the DAG, donor coordination and harmonization of

ongoing activities will be pursued.

Partnership with the DAG has already been sought in some key areas (see Annex C - Concept Note for donor support to the IF process in Ethiopia) but has not yet translated into concrete financial support.

Members of the IF/DTIS TC will also pursue active resource mobilization for the un-funded components of this project, by looking at areas of interest of donors and finding synergies with other ongoing programmes.

The IF/DTIS Committees will also leverage competencies and outreach of other agencies of the UN System that could contribute to the implementation of some activities, such as UNCTAD, ITC, WTO, etc.

PART III - Management Arrangements

- 1. The management arrangements proposed for this programme are guided by the two inter-linked principles of ensuring timely and efficient delivery of services and maximising national capacity.
- 2. As chair of the DTIS/IF Technical Committees, the Ministry of Trade and Industry (Foreign Trade Coordination Department<sup>5</sup>) will retain overall coordination, responsibility and accountability for project implementation.
- 3. The Ministry of Trade and Industry (MoTI), as main executing agency, will coordinate a variety of implementing partners, including various public agencies, the institutions of the civil society and private sector organisations.
- 4. Selection of execution/implementation modalities is made by MoTI on recommendation of the IF/DTIS Technical Committee and is based on specific circumstances related to the planned interventions. In order to ensure sustained implementation of innovative tools and kick-start certain project activities, the IF/DTIS Technical Committee may suggest to draw implementation agreements with some key partners (such as the IF core agencies or institutions from the private sector) in accordance with the NEX manual.

The Ministry of Trade and Industry (MoTI) is undergoing some restructuring to reflect the relevance of issues such as trade capacity building. WTO accession, and export promotion. Names of department may change, but this will not affect the roles and responsibility for implementation.

- 4. As Trust Fund Manager, the UNDP Country Office will provide the required support to the executing and implementing agencies during the implementation of the programme activities as per the NEX manual.
- 5. Component 1. The Ministry of Trade and Industry will coordinate the preparation of the Master Plan for Capacity Building. Resources will be set aside to facilitate the provision of inputs from private sector organisations.
- 6. Component 2. The Ministry of Trade and Industry will coordinate implementation of Component 2. The nature of different task may entail close interaction with other relevant institutions, such as the Ministry of Foreign Affairs, the Ministry of Justice, the House of Representatives, as well as consultation with private sector organisations (CoCs and Sectoral Associations).
- 7. Component 3. Technical Assistance to address barriers related to standards, accreditation and quality control will be implemented through the Quality and Standards Authority of Ethiopia and the Ministry of Agriculture and Rural Development, with the collaboration of the Export Promotion Agency. The Ministry of Trade and Industry, as executing agency, will coordinate implementing partners and inputs.
- -8. Cost recovery by UNDP will be 5 %

### Audit

The project will be subject to audit according to NEX Guidelines UNDP rules.

### PART IV - Monitoring and Evaluation

As indicated in the IF Implementation Plan, Monitoring and Evaluation of the implementation phase will include indicators on poverty-focused interventions (factors owned by the poor, geographical areas, market access, informal sector, gender segregated data, etc) as well as assessment of the impact of the interventions on poverty-reduction.

Under the leadership of the Ministry of Trade and Industry, the IF/DTIS Technical Committee will periodically review the progress made and assess to what extent the project is achieving expected results. This will lead to the review and update of the work plans.

As part of the efforts towards better coordination of donor support to private sector and traderelated issues, M&E activities will also take into account the contributions of this programme towards targets set in the SDPRP Policy Matrix.

Support costs for M&E will be directly charged to the relevant budget lines under each component.

### Reporting

Financial reporting will be conducted according to the NEX Guidelines and UNDP rules. The Ministry of Trade and Industry will be responsible for coordinating and compiling inputs for the overall financial reporting. The ministry of Trade and Industry will provide quarterly financial and narrative reports to the Ministry of Finance and Economic Development and UNDP

As set out in the Terms of Reference for Window II of the IFTF (WT/IFSC/4), UNDP will provide tesults-based narrative reports.

Risk Factors/ Assumptions

- Effective coordination/harmonization of the implementation of parallel donor initiatives in the same areas.
- Economic growth is driven by an expansion of the private sector.
- The dialogue between private sector and Government is consolidated.
- GoE pursues the implementation of the SDPRP and the IF action plan
- Sufficient donor support can be mobilised for the implementation of the IF action plan.
- Internal and external security are consolidated.

PART V - Legal Context

This document will constitute the official regulatory framework basis for the subsequent monitoring and evaluation, reporting and accountability activities.

Revision may be made to this project document with the signature of the Resident Representative in any case of:

a) Revisions which do not involve significant changes in the immediate objective of the

programme

b) Mandatory annual revisions that re-phase the delivery of agreed programme inputs, or reflect increased expert or other costs, due to inflation, or which take into account agency expenditure flexibility

There exists a valid overall legal context in the country that will allow both NGOs and research institutions to undertake interventions and research activities. Only NGOs with a valid legal license, signed with the federal Ministry of Justice, are eligible to act as implementing partners for UNDP-supported projects.

### Section II - Results and Resource Framework

Programme Objectives

The overall objective of Ethiopia's IF/DTIS Plan of Action is to "Contribute to building and strengthening human, institutional, policy capacity in Ethiopia for effective participation in multilateral and other international trade negotiations, and for formulating and implementing trade and related policies to achieve poverty reduction and higher levels of human development".

This project will contribute to one specific objective, as articulated in the Implementation Plan, i.e.

• Ethiopia has effective institutions to support trade development activities.

The institutional capacity for trade analysis and negotiation is increased and trade support services are improved, thereby providing better market access for Ethiopian products.

### Intended Outcome:

To increase the capacity of multiple national actors and institutions to successfully advance the interests of the poor in the preparation of policies and transcoorts supportive of trade development in Ethiopia

## Outcome indicators, including baseline and target:

- Ethiopia's accession to WTO sets best practices in SSA for linking trade development and poverty reduction objectives (targets to be established in consideration of the impact assessment study)
- Private sector actors are actively involved (Number of consultative workshops to facilitate the integration of private sector views in the formulation of negotiating positions) (targets to be established by the Road Map)

# Applicable UNDP Service Lines (from Multi Year Funding Framework):

1.4 Achieving the MDGs and reducing human poverty: Globalisation benefiting the poor

.5 Achieving the MDGs and reducing human poverty: Private Sector Development

in the areas of private sector development and trade at a time when policies and programmes of intervention are still in an emerging phase. Key government partners will be the Ministry of Trade and Industry, the Ministry of Finance and Economic Development and their agencies and Partnership Strategy: Project implementation anticipates coordination with a wide variety of national and international counterparts already active departments, as well as regional government institutions. Key implementing partners will also include the Chambers of Commerce and sectoral associations. The World Bank, the European Commission and UNDP will leverage their expertise in areas covered by this project and facilitate Project title and ID: Institutional Support to Trade Integration and Implementation of the IF Plan of Action in Ethiopia partnership with the IF core agencies and other international organisations (particularly UNCTAD, WTO, and ITC).

intended Output	Output Targets (2004-2005)	Indicative Activities	Inputs (2004-2005)
L. Strengthened institutional and managerial capacify to support IP implementation	- Key institutions start implementation of the CB Plan by Q2 of 2005 (5) - IF Team established in MoTI - Prep. Work for TDICs completed (2)	<ul> <li>1.1. Preparation of a Master Plan for Capacity Building of all trade-related institutions</li> <li>1.2. Preparation of a Master Plan for Capacity Building of non-state trade-related institutions (CoCs)</li> <li>1.3 Support to the coordination function of the Ministry of Trade and Industry</li> <li>1.4 Support to the creation of Trade Documentation and Information Centres</li> <li>1.5 Trade Documentation and Information Centres</li> </ul>	Operational resources, experts, training, workshops, equipment, missions
Intended Outputs	Output Targets (2004-2005)	Indicative Activities	Inputs (2004-2005)
2.Optimal allocation and utilisation of available human and humancial resources to actively participate in WTO negonations	-The "Road Map to WTO negotiations" is recognised by all stakeholders as the main working document to improve coordination of support for WTO	2.1 Support to the preparation of a "Road Map to WTO negotiations". The Road Map should encompass: i) stocktaking of major conclusions drawn from earlier and ongoing relevant studies, ii) indication of studies, analysis and activities to be undertaken (with time frame), iii) identification of the capacity building requirements, iv) mapping of available options/resources to meet the capacity building requirements.  2.2 Preparation of an impact assessment studies to i) analyse the consequences of accession to WTO on trade, of goods and services, [focus should be on a the compatibility analysis in terms of the main requirements of SPS, TBT, TRIPS, TRIMS, Customs Evaluation, etc.] ii) identify priorities and areas of comparative advantage, iii) make recommendations on sectors, mode of supply, institutional requirements, etc.	Experts, training, workshops
Intended Outputs	Output Targets (2004-2005)	Indicative Activities	Inputs (2004-2005)
<sup>3</sup> Enhanced capacity of Ethiopia to deal with TBT and SPS measures	- Number of requests to access the services of foreign accreditation bodies that are successfully dealt with (no baseline available)	3.1 Establish a government-recognised professional body to accredit laboratories and conformity assessment bodies, after evaluation and site inspections undertaken in accordance with the guidelines adopted by the relevant international organisations; 3.2 Make arrangements in the interim to access the services of foreign accreditation bodies; 3.3 Establish as system for alerting exporters to forthcoming changes in technical regulations or SPS measures by using WTO notifications; 3.4 Create greater awareness among industry and trade associations of the need to take a more active interest in standardisation activities at both national and international level	Experts to design methodology and personnel to support mobilisation awareness creation and consultations. Training and workshops. Missions.

Approved

Section III - Total Workplan and Budget

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PROJECT RESUI

ACTIVITY DESCRIPTION	INPETS DESCRIPTION Source of of Fund	Source of Fund	Resp. Unit/Team	RUDGAL
fotal for output 1.		IFTF		350,000
1.1 Preparation of a Master Plan for Capacity Building of all trade-related institutions	Personnel, contracts, training/meetings		MoTI	110,000
1.2 Preparation of a Master Plan for Capacity Building of non-state trade-	Personnel, contracts, training/workshops		CoCs	50,000
1 3 Support to the coordination function of the Ministry of Trade and Industry	Personnel, meetings, equipment		MoTI	90,000
4 Trade Documentation and Information Centres	Personnel, contracts, training/meetings, equipment		МоТП	50,000
1.5 Trade Documentation and Information Centres	Personnel, contracts, training/meetings, equipment		CoCs	50,000
Total for output 2.	THE RESIDENCE OF THE PROPERTY	IFTE		400,000
2.1 Support to the preparation of a "Road Map to WTO negotiations"	Personnel, contracts, training/meetings,		MoTI	102,000
2.2 Preparation of a WTO impact assessment study	Personnel, contracts, training/meetings,		MoTI	298,000
Total for output 3.		IFTF/ others		280,000
3.1 Establish a government-recognised professional body to accredit laboratories and conformity assessment bodies, after evaluation and site inspections undertaken in accordance with the guidelines adopted by the relevant international organisations	Personnel, contracts		MoARD, ExPA	170,000
3.2 Make arrangements in the interim to access the services of foreign accreditation bodies	Contracts		MoTI, QSAE, MoARD, ExPA	80,000
3.3 Establish as system for alerting exporters to forthcoming changes in technical regulations or SPS measures by using WTO notifications	Personnel		MoTI, QSAE, MoARD, ExPA	15,000
3.4 Create greater awareness among industry and trade associations of the need to take a more active interest in standardisation activities at both national and international level	Training, workshops, miscellaneous		MoTI QSAE, MoARD, ExPA	15,000

### SIGNATURE PAGE

Country: ETHIOPIA

Implementing partner:
(designated institution Executing agency)

Ministry of Trade and Industry

Other Partners:

IF Core Agencies, EC, relevant ministries of the FDRE (including their departments and specialised agencies), Private Sector Organisations (CoCs and Sectoral Associations), other bilateral and multilateral donors

Programme Period: 2004-2006 Programme Component: Poverty Reduction Strategies	Budget 1,030,000 USD General Management Support Fee 30,900 USD Total budget: 1,060,900 USD Allocated resources: 750,000 USD
Project Title: Institutional Support to Trade Integration and Implementation of the IF Plan of Action in Ethiopia Project ID: 200 35 257  Project Duration: 2004-2006	• Government • Regular
Management Arrangement: NEX	Other:  Other:  IFTF (1) 350,000 USD  IFTF (2) 400,000 USD  Donor  In kind contributions
Agreed by (Government - MoFEI); &	Salarimded budget: 310,900 USD
vame Stars Minister Title	Signature
Agreed by (Implementing partner/Executing agency -	- III Meles
Vame Title	Signature Fantaye Biftu State Minister
Agreed by (UNDP):  Antonius Brock  Resident Representative a.i.	exión de la companya
Name Title	Signature