

# Climate Governance

CAT Climate governance series

# ETHIOPIA

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## CAT Climate Governance series

Under the Paris Agreement, governments have committed to limiting temperature increase to well below 2°C above pre-industrial levels and pursuing efforts to limit it to 1.5°C. Achieving this objective will require global greenhouse gas emissions to peak by 2020, reduce by 45% below 2010 levels by 2030 and be reduced to net zero around 2070, with carbon emissions reaching net zero around mid-century, with negative emissions thereafter.

Governments in all countries play a critical role in enabling this transformation, which involves action from all aspects of society and the economy.

The Climate Action Tracker (CAT) tracks the progress of countries towards achieving the climate targets they have set for themselves under the Paris Agreement and what the combined effect of these commitments and policies mean for global temperature levels at the end of this century.

In this series, the CAT expands on its country analysis to evaluate the ability and readiness of national governments to enable the required economy-wide transformation towards a zero emissions society.

Our assessment focuses on national governments and analyses four aspects of governance covering key enabling factors for effective climate action:

- the political commitment of the government to decarbonisation,
- the institutional framework it has put in place to achieve its emission reduction targets,
- the processes it has established to develop, implement and review mitigation policies, and
- its ability and willingness to engage with relevant stakeholders on policy development.

In 2019, we analysed **Argentina, Australia, Indonesia, Kenya, the Philippines** and **South Africa**. In 2020, we updated the **Kenya** and **South Africa** analyses as well as assessed **Ethiopia** for the first time.



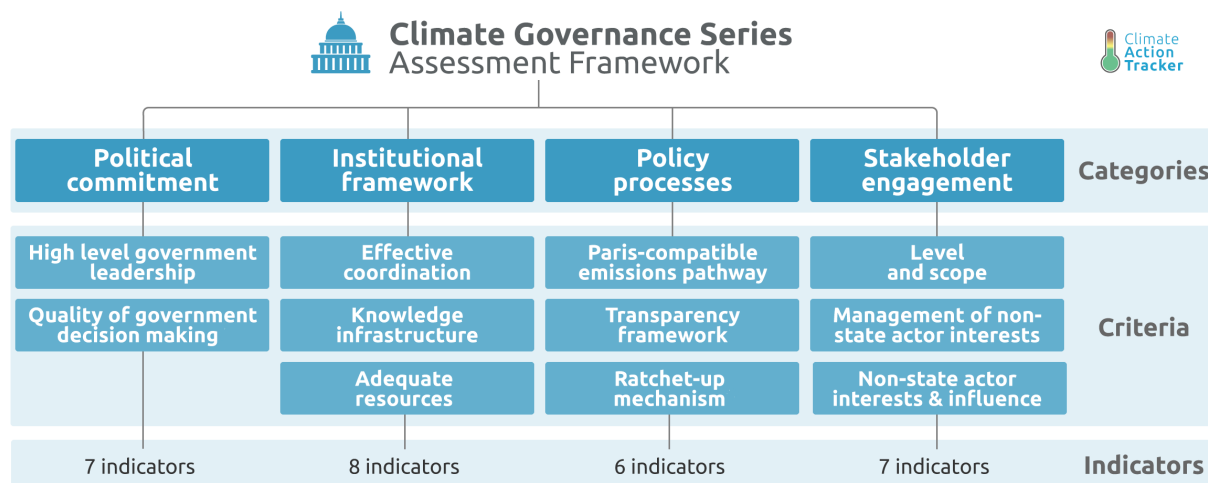
The Climate Governance Series seeks to offer a standardised and replicable approach to assessing a government's ability and readiness to achieve the required transformation, highlighting positive developments and areas for improvement.

<http://climateactiontracker.org/publications/climate-governance>

## Legend

### Understanding our indicators

This report series seeks to produce a standardised and replicable approach to assessing a country's readiness to transition to a zero emissions society. To achieve this, we have assessed a number of possible indicators under four broad categories and eleven criteria. **Criteria** are marked in bold text throughout this document.



### Understanding our rating system

Our rating system highlights positive developments within countries, identifies areas of improvement, and establishes a basis on which to compare climate governance across countries.

Each individual indicator has been assessed and given a score. The categories and criteria linked to those indicators are then given a rating based on those scores.

<b>Very Poor</b>	<p><b>≤ 20% of possible score</b> This rating indicates that the government is deficient and improvement is necessary.</p>
<b>Poor</b>	<p><b>20 – 40% of possible score</b> This rating indicates that the government is showing a limited level of readiness but improvement is still necessary.</p>
<b>Neutral</b>	<p><b>40 – 60% of possible score</b> This rating indicates that the government is showing some level of readiness, but improvement is still necessary.</p>
<b>Acceptable</b>	<p><b>60 – 80% of possible score</b> This rating indicates that the government is showing a good level of readiness, although improvement is still possible.</p>
<b>Advanced</b>	<p><b>≥ 80% of possible score</b> This rating indicates that the government is performing well, although improvement is still possible and beneficial.</p>

## Executive summary

Ethiopia's national political commitment to climate mitigation is evident, but it is not a top priority. Leadership from the head of state and leading institutions is present but more needs to be done to ensure climate strategies are implemented and sectoral ministries exercise ownership over mitigation efforts.

While there is continuity of climate efforts across administrations, there is not the same commitment to ambitious action as when Ethiopia took early action and adopted its ten year climate strategy years ahead of the Paris Agreement. Although it is difficult to judge future commitment, it is likely that at least the current level of support would continue if there were a change in government. The Ministries of Finance and Environment, Forestry and Climate Change Commission have a strong reputation in delivering on climate change projects.

Institutional structures have mostly been established to facilitate coordination between ministries and, to a lesser extent, between other levels of government; however, these are limited by insufficient staffing and resources. Institutional learning may be affected by repeated restructuring of the lead climate institution. Ethiopia makes use of both domestic and international knowledge infrastructure. Efforts to improve staff retention and capacity would strengthen the established structures.

Many of Ethiopia's processes for policy development, implementation and review are still under development. While climate mitigation has been considered in medium-term planning, with Ethiopia even adopting a 10-year climate strategy years before the Paris Agreement, long-term policy planning of national climate strategies is not fully developed. Ethiopia has not adopted an emissions reduction target for 2050, though it has set a long-term goal in its NDC to become carbon neutral. While the target date for carbon neutrality is undefined, this goal was an exceptional commitment from Ethiopia at the time it was made. Some progress has been made in developing a transparency framework; however, more work needs to be done for these to be operational and effective. Review and ratchet up mechanisms can also be strengthened.

The Ethiopian government engages the public through stakeholder engagement processes and has undertaken other education and outreach measures. While there is public awareness and support for climate change action, it remains low on the list of development priorities. The government does not have a formalised strategy to address the potential negative externalities of climate policies or the need for a just transition. Exogenous non-state actors have limited influence on decision-making.

Ethiopia is a Least Developed Country and faces a number of development challenges, which pervade much of the ability and priority to deliver on governance readiness to transition to a zero emissions society. However, this is not a permanent limitation on the transition and can be overcome with strong domestic leadership and support from the international community.<sup>1</sup>

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<sup>1</sup> The analysis for this report was completed in October 2020, before the recent escalation in the country's internal conflict (Marks, 2020).

Category	Criteria	Recommendations
Political commitment	High-level government leadership	<ul style="list-style-type: none"> <li>Scale up leadership advocacy beyond support for tree planting to all measures necessary for a transition to a zero emissions society.</li> <li>Establish an explicit legislative mandate for relevant line ministry to reduce greenhouse gas emissions and ensure active engagement of all line ministries in the implementation of the Climate Resilient Green Economy (CRGE) Strategy and its successor.</li> </ul>
	Quality of government decision making	
Institutional framework	Effective coordination	<ul style="list-style-type: none"> <li>Improve the various coordination mechanisms within government by ensuring the bodies meet regularly with a sufficient level of seniority and that implementation of decisions made is monitored.</li> <li>Increase staffing and resources of the Environment, Forest and Climate Change Commission, Climate Resilient Green Economy units within ministries, and regional CRGE units to advance implementation of the climate strategy.</li> <li>Seek to maintain a stable institutional framework to address the transition in order to enhance institutional learning.</li> </ul>
	Knowledge infrastructure	
	Adequate resources	
Policy processes	Paris-compatible emissions pathway	<ul style="list-style-type: none"> <li>Build on the early success of establishing a carbon neutral goal, by adopting a long-term strategy to support that goal and ensure that this long-term vision is considered as part of near-term policy development.</li> <li>Continue to develop and strengthen the transparency framework, with a focus on tracking progress on mitigation measures.</li> <li>Establish a formal ratchet up mechanism to scale up climate action in line with the Paris Agreement's five-year cycle.</li> </ul>
	Transparency framework	
	Ratchet-up mechanism	
Stakeholder engagement	Level and scope	<ul style="list-style-type: none"> <li>Continue to strengthen efforts to engage stakeholders in policy development.</li> <li>Strengthen public awareness and outreach efforts around climate mitigation.</li> </ul>
	Management of non-state actor interests	
	Exogenous non-state interests and influence	

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# 1 Introduction

## 1.1 Domestic context

Ethiopia's government is a federal parliamentary republic, established by its 1995 constitution after existing as a socialist republic under military rule from 1974 to 1991. In 2018, Abiy Ahmed came to power as Prime Minister following protests by the Oromo ethnic group that led to the resignation of the previous Prime Minister. Abiy Ahmed was granted the Nobel Peace Prize in 2019 for ending the two-decade long border conflict with Eritrea, along with his domestic efforts to unite the country such as ending media censorship and freeing thousands of political prisoners (The Nobel Prize, 2019). As part of his reforms, Abiy Ahmed established the Prosperity Party as a successor to the Ethiopian People's Revolutionary Democratic Front (EPRDF), merging three of the four largest former EPRDF ethnic-based parties (Endeshaw, 2020).

Federal elections were planned for August 2020; however, due to COVID-19, they have been delayed until 2021 (National Electoral Board of Ethiopia, 2020). More than 70 political parties have registered, including the Tigray People's Liberation Front (TPLF), the only former EPRDF member not to join the Prosperity Party (Merga Yonas Bula, 2020). Following the federal decision to delay the election, however, the Tigray State Council announced it would hold, and since has held, regional elections on time, defying the federal government (Gebre, 2020; Kiruga, 2020a; Marks & Dahir, 2020).

Further, in September 2020, a member of the National Electoral Board of Ethiopia resigned, likely due to pressure from the TPLF (Borkena Ethiopian News, 2020). In June 2020, tensions escalated when prominent Ethiopian singer and Oromo rights activist Hachalu Hundessa was killed, leading to protests and violence, leaving at least 178 people dead. Since the shooting, reports indicate around 9,000 people have been arrested, including prominent opposition leaders (Human Rights Watch, 2020). Security concerns have adversely impeded the implementation of climate projects (UNDP, 2020). Ethiopia scored 96<sup>th</sup> out of 180 countries on the 2019 Corruption Perception Index (Transparency International, 2020).

Ethiopia is the second most populous country in Africa, with the vast majority (~80%) of the population living in rural areas (UN DESA, 2018). Despite its status as a low-income country, Ethiopia has experienced high economic growth, averaging over 9 per cent annual real GDP growth from 2010 to 2019. Due to COVID-19, however, Ethiopia's GDP growth is expected to fall to 3.2% in 2020 (IMF, 2020b). COVID-19 is also expected to impact food security with food shortages, delays in distribution and increasing prices (IMF, 2020a). Food security in the country is further threatened by the invasion of desert locusts that have plagued the Greater Horn of Africa since October 2019 and have driven an estimated one million Ethiopians to food insecurity as of April 2020 (FAO, 2020).

Despite high economic growth over the last decade, Ethiopia's debt has sharply increased from more than 47% of GDP in 2014 to 61% in 2018, driven by significant borrowing for infrastructure projects (Seleshie, 2020). As part of the legacy of the country's former socialist rule, Ethiopia's assets remain largely under state control. New reforms by the Abiy Ahmed administration aim to privatise key sectors in a shift to a market economy and to raise funds through the sales of state-owned assets. These include Ethiopian Railway Corp., Ethiopian Airlines, and Metals & Engineering Corp., the conglomerate in control of the hydropower megaproject, the Grand Ethiopian Renaissance Dam (GERD) (Bowker, 2020).

Ethiopia's economy relies heavily on agriculture and forestry, employing 80-85% of the population (Ministry of Environment and Forest, 2015). While this sector provides 40-45% of national GDP, it also accounted for almost 80% of national emissions in 2013. Livestock plays a significant role, accounting for about 10% of GDP, but 45% of national emissions. The overwhelming majority of cultivated land is rain-fed, leaving the industry and food security extremely vulnerable to climate change.

Ethiopia's electricity mix is dominated by hydropower (~90%), with smaller shares of wind and solar; however, as of 2018, only 45% of the population has access to electricity and only 7% has access to clean cooking technologies (IEA, 2019; IRENA, 2020). This lack of a stable electricity supply has been cited as a barrier to private sector investment and expansion (Office of the Prime Minister, 2019). The government has, however, set a goal of achieving universal electricity access by 2025 (World Bank, 2018).

As a key part of achieving this goal and even becoming a net exporter of electricity, the government began construction of the Grand Ethiopian Renaissance Dam (GERD) in 2011. The project has faced multiple delays, primarily due to concerns from Egypt and Sudan regarding the downstream impacts. Despite the ongoing international dispute over the project, Ethiopia began filling the reservoir in June 2020, although there is debate over whether the filling was intentional or the result of natural processes (Meseret, 2020; Zane, 2020).

After talks between Ethiopia, Egypt and Sudan failed to reach agreement on management of the dam, in 2020 the US suspended USD 130 million in aid to Ethiopia (Kiruga, 2020c). In addition to hydropower, the government has prioritised the development of geothermal power, which has an estimated potential of 10,000 MW over 23 sites in Ethiopia (Ministry of Environment and Forest, 2015; Richter, 2018). The need to diversify the electricity supply away from just hydropower is important, given increasing variability of annual rainfall and extreme weather events (IEA, 2020).

In terms of primary energy supply, the population relies heavily on biofuels and waste (88%), consisting largely of traditional biomass (IEA, 2019). In 2013, the energy sector was the second largest source of greenhouse gas emissions, at 15% (Ministry of Environment and Forest, 2015).

Ethiopia is a net importer of oil, with demand growing rapidly and supply constrained by infrastructure limitations. If Ethiopia implements existing and announced policies, oil demand is expected to triple out to 2040 (IEA, 2019). On the other hand, Ethiopia is starting to develop natural gas for export, with parliament approving an agreement with Djibouti in December 2019 for the construction of a gas pipeline connecting discovered gas reserves in Ethiopia's Ogaden area with an export terminal in Djibouti (Darras, 2020; FDRE, 2019a).

With the rapidly declining costs of renewable technologies, fossil fuel infrastructure investments are increasingly at risk of becoming stranded assets, locking countries in to expensive carbon-intensive energy (IRENA, 2017).

## 1.2 Climate Governance Snapshot

For the past decade, Ethiopian climate policy has been governed by its Climate Resilient Green Economy (CRGE) Strategy, adopted in 2011 (FDRE, 2011). Under the Strategy, Ethiopia aims to achieve middle-income status by 2025 while building a green economy. The strategy identifies four key pillars to building Ethiopia's green economy: improving agricultural production, protecting and re-establishing forests, expanding renewable energy, and using energy-efficient technologies. Initially, the strategy was not consistent with the country's development plan, the five-year Growth and Transformation Plan (GTP-I), which had been adopted in 2010. However, it was incorporated into the country's second Growth and Transformation Plan (GTP-II), which set objectives for the 2015-2020 period.

The CRGE Strategy is also the basis of Ethiopia's Nationally Determined Contribution (NDC). The NDC sets a greenhouse gas (GHG) emissions reduction target for 2030, conditional on international support. The NDC further indicates Ethiopia's intention to achieve carbon neutrality in the long term; however, it does not indicate a target year for this goal. Ethiopia is in the process of updating its NDC and is receiving support from the NDC Partnership to do so. Ethiopia has moved to a 10-year development planning cycle, following the conclusion of GTP-II, releasing the new plan for public consultation earlier this year (Planning and Development Commission of Ethiopia, 2020). A copy of



the plan is not available online; however, one of the plan's objectives includes building a climate-resilient green economy.

The CRGE Facility was created to facilitate the implementation of the CRGE Strategy. Through the facility, technical implementation of the strategy is coordinated by the Environment, Forest, and Climate Change Commission (EFCCC), while budgetary and financial aspects of implementation are overseen by the Ministry of Finance (MoF). While the EFCCC and MoF play leading roles in coordinating implementation, sectoral ministries are responsible for preparing proposals for CRGE initiatives, preparing monitoring reports, and collaborating with regional level institutions.

The EFCCC has undergone repeated changes since its establishment as the Environmental Protection Authority (EPA) in 1995 (FDRE, 1995, 2002). In 2013, the authority was upgraded to the Ministry of Environment and Forest, gaining the forestry-related responsibilities previously under the Ministry of Agriculture (FDRE, 2013a). For the first time, it was given an explicit mandate in relation to CRGE and deforestation activities. The ministry was renamed two years later as the Ministry of Environment, Forest and Climate Change, and its coordination role around meeting international obligations, including for climate agreements, was clarified (FDRE, 2015b). The ministry was then converted to a commission—the EFCCC—in 2018 by the Abiy Ahmed administration; though its climate mandate remained unchanged (FDRE, 2018b).



### Key Institutions

#### **Environment, Forest, and Climate Change Commission (EFCCC)**

The EFCCC is a federal institution and the lead agency tasked with managing Ethiopia's environment. It is tasked with overseeing technical implementation of the country's CRGE Strategy. Formerly the Ministry of Environment, Forest, and Climate Change.

#### **Ministry of Finance (MoF)**

The MoF oversees public finance efforts in Ethiopia. It is responsible for financial and budgetary aspects of CRGE implementation.

#### **Climate-Resilient Green Economy (CRGE) Facility**

The CRGE Facility was established under the EFCCC and MoF to carry out the delivery of the CRGE Strategy.



### Key Plans & Strategies

#### **Climate-Resilient Green Economy (CRGE) Strategy (2011)**

The CRGE Strategy outlines Ethiopia's plan to build a green economy and achieve middle-income status by 2025. The CRGE serves as the basis of Ethiopia's NDC and targets a 64% emission reduction below business as usual by 2030 (incl. LULUCF).

#### **Second Growth and Transformation Plan (GTP-II) (2015-2020)**

Ethiopia's GTP-II sets objectives for 2015/2016 to 2019/2020 aiming to drive Ethiopia towards its 2025 goal of becoming a middle-income country.

#### **Perspective Development Plan (2021-2030) (under public consultation)**

This 10-year development plan is the successor to the GTPs. It includes the need for a climate resilient economy, though details are scarce.

#### **National Forest Sector Development Program (2018-2028)**

The NFSDP is the main guiding document for coordinating strategic forestry policy interventions and investments for 2018-2028.



## Targets

### **Nationally Determined Contribution (NDC)**

Conditional target to reduce emissions by 64% below business as usual by 2030 including land use, land use change and forestry (LULUCF). This target is based on the same emission reduction targeted in the CRGE (described above).



## Key Laws & Regulations

### **Definition of Powers and Duties of the Executive Organs of the Federal Democratic Republic of Ethiopia (Proclamation No. 1097/2018)**

The proclamation establishes the Environment, Forest, and Climate Change Commission (EFCCC), in place of the Ministry of Environment, Forest and Climate Change, and establishes its powers and duties.

### **Forest Development, Conservation and Utilization (Proclamation No. 1065/2018)**

The proclamation allows for community and associational forest ownership types, in addition to the state and private forest categories recognised previous forest laws, opening Ethiopia up to more models of forest management.

### **Geothermal Resources Development (Proclamation No. 981/2016)**

The geothermal proclamation aims to support the development of geothermal resources, with the objective of encouraging a sustainable, carbon-neutral economy in Ethiopia.

### **Energy (Proclamation No. 810/2013)**

The energy proclamation replaced the Ethiopian Electricity Authority with the Ethiopian Energy Authority, broadening its mandate to include energy efficiency and conservation strategies.

## 2 National assessment

### 2.1 Political commitment

#### Political commitment

##### High-level government leadership

##### Quality of government decision making

*Ethiopia's national political commitment to climate mitigation is evident, but it is not a top priority. Leadership from the head of state and leading institutions is present but more needs to be done to ensure climate strategies are implemented and sectoral ministries exercise ownership over mitigation efforts.*

*While there is continuity of climate efforts across administrations, there is not the same commitment to ambitious action as when Ethiopia took early action and adopted their ten year climate strategy years ahead of the Paris Agreement. Although it is difficult to judge future commitment, it is likely that at least the current level of support would continue if there was a change in government. The Ministries of Finance and Environment, Forestry and Climate Change Commission have a strong reputation in delivering on climate change projects.*

**High-level government leadership** can be a driving force for stimulating economy-wide transformational changes and increasing climate mitigation ambition through top-down strategy setting and sending effective policy signals.

The Prime Minister of Ethiopia, Abiy Ahmed, seems to have prioritised his tree planting initiative. In 2019, Abiy Ahmed launched the National Green Development Programme as an extension of the country's primary climate policy, the Climate Resilient and Green Economy (CRGE) strategy (National Green Development, n.d.). Most notably, the programme included the Green Legacy initiative which aimed to plant four billion trees in 2019 and another five billion trees in 2020, depending on the spread of the coronavirus (Getachew, 2020). The initiative is also heavily promoted on the Prime Minister's social media (Abiy Ahmed, n.d.).

More broadly, climate change is not identified as a key priority of the administration on their website or in key speeches by Abiy Ahmed (FDRE Office of the Prime Minister, n.d., 2020). The Prime Minister occasionally tweets about mitigation efforts, like domestic electric vehicle production, public transportation and geothermal energy, and has referenced climate change in relation to planning efforts or in meetings with other world leaders (Abiy Ahmed, 2020d, 2020c, 2020a, 2020e, 2020b). However, the Prime Minister is facing a number of domestic and international challenges, from the pandemic, political protest and ongoing tension over the Grand Ethiopian Renaissance Dam (GERD) dispute (Kiruga, 2020b).

Some of his actions have also called into question the extent of his commitment. Notably, after taking office in 2018, Abiy Ahmed replaced the Ministry of Environment, Forest and Climate Change with the Environment, Forest and Climate Change Commission (EFCCC) (FDRE, 2018b). While this demotion of the lead climate change agency is viewed by some as a sign that climate change is not a priority for the administration, Abiy Ahmed maintains that this is not the case so long as the commission continues its work (Interviewee #1, 2020). The climate-related mandate of the Commission is essentially unchanged from that of the former Ministry (FDRE, 2015b, 2018b).

There is some support across line ministries for mitigation efforts; however, the depth of support is difficult to assess due to limited availability of sector documents. Beyond the EFCCC, the only other government entity with the explicit mandate to reduce emissions is the Ministry of Transport (FDRE,

2018b). Many line ministries have sector plans that address climate mitigation; however, it is difficult to assess the status of implementation, and thus, the extent to which ministries are supportive of mitigation efforts.

After adoption of the CRGE, sectoral implementation strategies were developed for agriculture and forestry, water and energy and transportation (FDRE, n.d., 2015a; Ministry of Transport of Ethiopia, n.d.). More recently, the National Forest Sector Development Program (NFSDP) was developed to coordinate strategic forestry policy interventions and investments for 2018-2028 . A number of ministries have participated in the Prime Minister's tree planting efforts (Eyob Tekalign, 2019; Lia Tadesse, 2019; MoWIE, 2020). A recent assessment of CRGE implementation found that ownership of the CRGE Strategy among officials and experts is declining (The World Bank, Pegasys Group, & Ethio Resource Group, 2020). Active engagement in the CRGE by line ministries is increasingly linked to the presence of externally funded projects.

It appears that the EFCCC, the lead institution tasked with coordinating technical implementation of the CRGE strategy, is limited in its ability to drive change. While the CRGE Facility, which the EFCCC co-chairs with the Ministry of Finance, has been successful in developing key policies and guidelines, these documents have not been fully implemented. Further, a third-party review has noted the need for the Facility to be restructured to give it a purpose beyond preparing guidance documents and capacity building (Pegasys, 2020).

The **quality of government decision making** at the highest levels is a key factor in implementing ambitious climate policies as national governments provide resources and direction for lower levels of government and can stimulate horizontal dynamics through mainstreaming, lesson-drawing, and cooperation (Jänicke, Schreurs, & Töpfer, 2015).

There is continuity between governments on the general direction of climate mitigation policy. The CRGE Strategy was adopted in 2011 under former Prime Minister Meles Zenawi and was subsequently incorporated into Ethiopia's second Growth and Economic Transformation Plan (GTP-II) for 2015 to 2020 under Prime Minister Hailemariam Desalegn.

Under Prime Minister Abiy Ahmed, a new 10-year economic development plan is now in the public consultation phase. While the details of the plan are not yet known, Abiy Ahmed has said the plan aims to build a green and climate-resilient economy (Ethiopian Monitor, 2020). Development of a new 10-year plan, an updated CRGE and an updated NDC have been done in concert with support from the NDC Partnership to streamline the country's climate goals (NDC Partnership, n.d.). Through the launch of the National Green Development Programme, Abiy Ahmed not only continued previous climate policies, but launched a new climate initiative.

Ethiopia has also consistently shown leadership in the UN climate change negotiations. Former Prime Minister Meles Zenawi was a prominent leader of Africa's engagement with the UN climate negotiations, particularly as Chair of the Meeting of the Committee of African Heads of State and Government on Climate Change (UNEP, 2012). From 2016 to 2018, Ethiopia also served as chair of the Climate Vulnerable Forum (CVF). Under Ethiopia's leadership, the CVF adopted a 2050 vision of "maximal resilience" to climate change and 100% renewable energy, while also achieving the 2030 Sustainable Development Goals at minimum (Climate Vulnerable Forum, 2018). The country also chaired the Least Development Countries (LDC) Group from 2017-2018.

It is difficult to assess the level of cross-party support for climate change. Prior to the most recent unrest, there had been progress in the political space to free and fair elections since Prime Minister Abiy came to power (Home Office, 2020b; Human Rights Watch, 2019). While more systemic reform of institutions are needed, Abiy has made significant changes including appointing independent figures to the Electoral Board and Supreme Court and the release of opposition leaders. In December 2019, 10 parties were able to form a coalition to challenge Abiy's Prosperity Party (Home Office,

2020a). More than 70 political parties have registered for the upcoming elections (Merga Yonas Bula, 2020).

While these reforms have enhanced the ability for robust political debate, groups are limited in terms of practical experience (Home Office, 2020b). One cannot expect detailed climate policy proposals as part of election platforms. Opposition parties have also been focused on the process of setting a new election date, given that the scheduled August 2020 election was postponed on account of the pandemic, and one of the key opposition figures is facing trial for terrorism charges (Ethiopia Insight, 2020; France24, 2020).

Following the shooting of Ethiopian singer Hachalu Hundessa, political unrest and violence has led to at least 178 deaths and an estimated 9,000 arrests, including leaders of opposition parties (Human Rights Watch, 2020). These developments further limit the political space to discuss climate policy. Notwithstanding these issues, there is some evidence of cross-party support for climate action. Recently, opposition leaders took part in the current administration's tree planting programme. It is believed there would likely be a continuation of at least the current level of support, if there is a change of government (Interviewee #2, 2020).

Ethiopia has scored relatively low on Transparency International's Corruption Perceptions Index (37 out of 100); however, the Prime Minister has attempted to crack down on corruption in recent years (US Department of State, 2020). While recent information is difficult to find, there is evidence of past corruption in the power and transport sectors (Mulatu, 2014; Rahman, 2018; The World Bank, 2012). The accountability and trustworthiness of the government in relation to climate mitigation actions are largely unquestioned as the MoF and EFCCC have a strong reputation in delivering on climate change projects (Interviewee #1, 2020).

## 2.2 Institutional Framework



*Institutional structures have mostly been established to facilitate coordination between ministries and to a lesser extent between other levels of government, however, these are limited by insufficient staffing and resources. Institutional learning may be affected by repeated restructuring of the lead climate institution. Ethiopia makes use of both domestic and international knowledge infrastructure. Efforts to improve staff retention and capacities would strengthen the established structures.*

**Effective coordination** across ministries and agencies as well as with sub-national governments affects the ability of actors to align overarching climate policy targets efficiently and consistently.

Ethiopia has established coordination mechanisms at the national and sub-national levels; however, challenges remain in the operationalisation and effectiveness of these mechanisms. The CRGE facility is coordinated by the Inter-Ministerial Steering Committee, made up of ministers of relevant sectoral institutions (FDRE, 2018a). Within the committee, there is a CRGE management committee, co-chaired by the EFCCC and Ministry of Finance (MoF), with representatives from sectoral ministries. CRGE directorates/units or case teams have also been established in almost all relevant ministries to coordinate CRGE-related activities. The EFCCC, responsible for the technical aspects of CRGE implementation, recently reorganised their structure, putting in place various directorates for coordinating the CRGE at the national level (EFCCC, 2020c, 2020b, 2020d). Bespoke coordination

structures between relevant government agencies and UN and donor agencies also exist for specific projects (e.g. EFCCC, Embassy of Sweden, & UNDP, 2020).

The Inter-Ministerial Steering Committee is responsible for overall coordination of the CRGE, but it has only met four times over the last four years while it should meet at least twice per year (FDRE, 2018a; The World Bank et al., 2020). Steering committee meetings have often been attended by a minister's representative, rather than the minister, and decisions made are often not fully implemented. This behaviour suggests that ministers are not fully committed, and may undermine the purpose of the committee.

Similarly, the CRGE management committee has also not met as often as had been agreed. While CRGE units have been established at almost all relevant line ministries, only a few ministries have established sub-steering committees. These sub-steering committees are led by the minister in charge and made up of the directors of the ministry's directorates (Pegasys, 2020). Whether the change of the environment ministry to a commission (EFCCC) has impacted coordination on climate change action is contested, with some claiming the change has left sectoral ministries' efforts fragmented (Interviewee #1, 2020; Interviewee #2, 2020). Stakeholders have also noted the need for improved coordination between line ministries and high-level leadership (EFD Ethiopia, 2018).

Mainstreaming the transition to a zero-emission society has not been successful within Ethiopian ministries, notwithstanding the country's carbon neutral goal (though this goal does not have a target year). Currently, climate mitigation actions are fragmented across ministries, likely exacerbated by the lead environmental agency's lack of power and the housing of the CRGE Facility within the MoF (Interviewee #1, 2020).

Ministerial policies are generally aligned with the CRGE, but do not look beyond 2030 and the need to transition to a zero emissions society; however, transparency around some of the strategies adopted can be limited. After the adoption of the CRGE Strategy, sectoral CRGE strategies identifying implementation priorities were adopted for agriculture and forestry, water and energy, and transportation (FDRE, n.d., 2015a; Ministry of Transport of Ethiopia, n.d.).

Outside the CRGE framework, sectoral plans, as well as the GTP-II, take climate change into account. The Agricultural Sectoral Policy and Investment Framework (PIF) (2010-2020) identifies climate change as a "cross-cutting issue that will be addressed in all areas of the PIF" (FDRE, 2010). Further, it sets a milestone indicator to put in place mechanisms to support climate change mitigation and adaptation. Ethiopia's Non-Motorized Transport Strategy, adopted in June 2020 by the Ministry of Transport, guides investment in walking, cycling, and public transport and manages private vehicle use. One aim of the strategy is to help achieve the transport emission reductions targeted by the CRGE (Ministry of Transport, 2020). The 10-year National Forest Sector Development Program, adopted in 2018, contains stronger mitigation targets for the sector than compared to the CGRE (MEFCC, 2018). Regional and city forest sector plans are currently being developed (UNDP, 2020).

The GTP-II further incorporates climate objectives, including several transition-related targets, such as renewable energy targets and forestry targets. As of August 2020, the new 10-year economic development plan is still undergoing public consultation; however, according to Prime Minister Abiy Ahmed, the new plan aims to increase economic prosperity, while also building a climate-resilient green economy.

Coordination between national and sub-national governments is also limited; though again there is variation amongst the sectors. The CRGE Facility Operation Manual outlines the institutional structure and coordination mechanisms for CRGE implementation across regional and local (woreda) levels of government. However, the establishment of CRGE units is still incomplete and work needs to be done to better coordinate actions (Interviewee #2, 2020). According to the manual, each region should have a CRGE unit supported by the regional Bureaus of Environment and Forest (BEF) and

Bureaus of Finance and Economic Development (BOFED) under the supervision of a regional steering committee. The Woreda CRGE Coordination Committee coordinates between regional bureau CRGE units and woreda CRGE units (FDRE, 2018a). As of February 2020, regional level CRGE units are not yet established, although are expected to be operational soon (Pegasys, 2020).

Forestry sector coordination between national and sub-national governments has improved recently due, in part, to support from UNDP, Norway and Sweden (UNDP, 2020). Through the cooperation, a coordination mechanism between federal, regional and city offices to work on the National Forest Sector Development Program has been established. In contrast, coordination around rural energy activities has been impeded in recent years due to institutional changes (SNV, 2020).

Another important criterion is the existence and utilisation of a **knowledge infrastructure capable of supporting strategic planning and policy development**, as this aids in the elaboration and application of decarbonisation analyses in climate policy development.

The government of Ethiopia seeks advice from the Ethiopian Development Research Institute (EDRI), a semi-autonomous research think-tank established in 1999 by the Ethiopian government (Ethiopian Development Research Institute, n.d.; FDRE, 2011). EDRI and other technical experts, Global Green Growth Institute (GGGI) and McKinsey & Company, were found to have had a moderate leverage in the design of the CRGE Strategy, as they laid much of the ground work for the strategy (Jones & Carabine, 2013). The current status of this relationship is difficult to assess.

Within the EDRI, the Environment and Climate Research Center (ECRC) was established in partnership with Environment for Development and GGGI. The ECRC conducts policy-oriented research on the economics of climate and environment in Ethiopia and impact evaluation of the CRGE's implementation process (EFD Initiative, n.d.). The ECRC frequently partners with the Ethiopian government and ministries; for example, in 2019, the ECRC, in partnership with the World Bank and Ethiopian government, published a study exploring carbon pricing in Ethiopia (The World Bank, 2019). ECRC also participated in a research project on energy pricing reform that includes a capacity building component with several partners including the Ministry of Water, Irrigation, and Energy (MoWIE) and the Ethiopian Electricity Authority (EFD Initiative, 2019). While not focused on the transition, a number of universities and research institutes have received support to study reforestation and afforestation activities (UNDP, 2020).

Additionally, Ethiopia has joined the NDC Partnership, an international coalition of governments and institutions working to support climate action and sustainable development. In collaboration with the Partnership, Ethiopia is currently developing a CRGE/NDC Implementation Plan (2020-2025) (NDC Partnership, 2020). Through the Partnership's Climate Action Enhancement Package (CAEP), Ethiopia is receiving assistance to update the CRGE and NDC; however, as Ethiopia has not yet shared an updated NDC, the extent to which authoritative advice was considered is unknown (NDC Partnership, n.d.-b).

Capital and resource constraints are significant barriers to effective climate governance and have been impediments for developing countries in the past (Bhave, Conway, Dessai, & Stainforth, 2016). **Adequate resources and capacity** need to be made available to implementers, and efficiently used by them, in climate policy processes.

Insufficient resources and capacity have been a barrier to implementing climate policy in Ethiopia. Progress on the implementation of the CRGE through the Facility has so far focused on developing guidelines and documents, rather than operationalisation and management, particularly in terms of adequate staff, staff retention and technical capacity. This is particularly true of regional and local establishments under the CRGE, many of which have not yet been established or remains understaffed (Pegasys, 2020). The Facility is also reliant on external consultants for analysis and support (UNDP, n.d.). While the Facility has been productive in terms of staff training, it could benefit

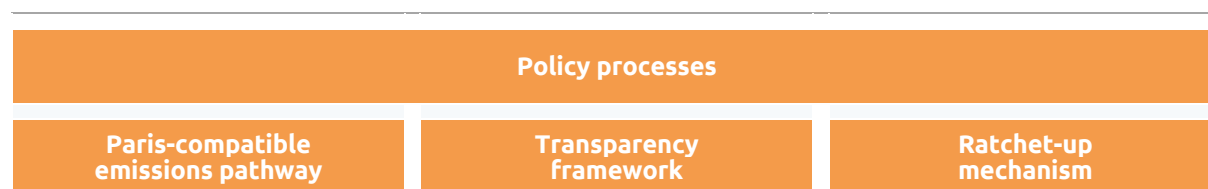
from longer term initiatives such as sending select officials to relevant degree programs to increase technical capacities (Pegasys, 2020).

Some progress has been made to build capacity in particular sectors. With the support of UNDP and Norway, Ethiopia has strengthened its capacity to implement the National Forestry Sector Development Program, with close to 100 skilled staff members across a national and nine district (woreda) offices and has plans to further strengthen this capacity over the next year (UNDP, 2020). However, technical assistance to develop regional and city forest plans is being provided by external consultants (EFCCC et al., 2020; MEFCC, UNDP, Norwegian Ministry of the Environment, & Government of Sweden, 2018).

The institutional structure of the main environmental authority—now the EFCCC—has repeatedly changed since its establishment as the Environmental Protection Authority (EPA) in 1995 (FDRE, 1995, 2002). In 2013, the EPA was upgraded to the Ministry of Environment and Forest, gaining the responsibilities of the Ministry of Agriculture related to forestry as well as an explicit mandate in relation to CRGE and deforestation activities (FDRE, 2013a). Two years later, the ministry was renamed the Ministry of Environment, Forest and Climate Change and given additional responsibilities and an amplified mandate to address climate change (FDRE, 2015b). In 2018, Prime Minister Abiy Ahmed converted the ministry to a federal commission, the EFCCC (FDRE, 2018b). These repeated institutional shifts have exacerbated issues of understaffing and high turnover rates, as employees work through administrative changes (Interviewee #1, 2020).

Within the CRGE Facility, there is also a lack of knowledge management mechanisms, such as a functional, searchable electronic archive (Pegasys, 2020). This can impair the sharing of information and data, particularly during staff turnover. The continued reliance on external consultants also impedes institutional learning as knowledge and processes are drained when contracts end.

### 2.3 Process for policy development, implementation and review



*Many of Ethiopia's processes for policy development, implementation and review are still under development. While climate mitigation has been considered in medium-term planning, with Ethiopia even adopting a 10-year climate strategy years before the Paris Agreement, long-term policy planning of national climate strategies is not fully developed.*

*Ethiopia has not adopted an emissions reduction target for 2050, though it has set a long-term goal to become carbon neutral in its NDC. While the target date for carbon neutrality is undefined, this goal was an exceptional commitment from Ethiopia at the time it was first made. Some progress has been made in developing a transparency framework; however, more work needs to be done for these to be operational and effective. Review and ratchet up mechanisms can also be strengthened.*

**A defined Paris-compatible decarbonisation pathway** is an important component to aid the long-term planning for, and alignment with, the Paris Agreement's overall objectives.

Ethiopia is a member of the Carbon Neutral Coalition, a coalition of countries committed to developing strategies to meet the Paris Agreement's temperature goal (Carbon Neutrality Coalition, 2020). When Ethiopia set a long-term goal in its 2015 NDC of becoming carbon neutral, this was an exceptional commitment, but the goal relies heavily on forestry rather than decarbonising the economy and does not indicate a target year (FDRE, 2015c). Further details may become available once its new 10-year plan or updated NDC are released. While the country currently lacks long-term



planning, Ethiopia is in the early stages of developing a long-term strategy to 2050 (Interviewee #2, 2020). The lack of this long-term vision hinders the consideration of the need to transition to a zero emissions society in near-term planning.

Ethiopia lacks comprehensive climate legislation. The “right to a clean and healthy environment” is enshrined in Ethiopia’s 1995 constitution and is further protected through the 1997 Environmental Policy of Ethiopia. The policy was revised in 2016 to reflect the CRGE strategy and to ‘ensure the reduction of GHG emission to the threshold level, hereby promoting emission reduction technologies and practices’ (Okereke et al., 2019). It has a patchwork of sector relevant legislation, but few address mitigation efforts and none have sectoral emission reduction targets (FDRE, 2013b, 2016, 2018d, 2018c, 2019b). The Geothermal Resources Development Proclamation of 2016 does, however, indicate geothermal energy should be pursued with the objective of encouraging a sustainable, carbon-neutral economy in Ethiopia (FDRE, 2016). Moreover, its environmental impact assessment regime is limited (Worku, 2017).

An **enhanced transparency framework mechanism** is necessary in order to track progress towards achieving emission reduction targets in line with the Paris Agreement, as well as providing checks and balances for the government’s climate commitments.

Ethiopia has made some progress in setting up domestic transparency mechanisms, although they are not fully operational and the process is inconsistent across sectors. In 2017, Ethiopia worked with GGGI to support monitoring, reporting and verification (MRV) efforts and build national capacities (Pegasys, 2020). Per GGGI’s recommendation, an MRV directorate was established within the EFCCC (Interviewee #2, 2020).

While MRV systems have been established for industry and agriculture, other sectors have only developed theoretical frameworks that need to be operationalised through adequate investments and staffing (Pegasys, 2020). In 2019, a three-year project began to develop a robust livestock MRV system (Samuel, White, & Solomon, 2019). To date, a survey of priority needs and a roadmap for implementation have been developed (CGIAR et al., 2020; Wilkes, Wassie, & Baker, 2020). Progress has also been made in developing Ethiopia’s MRV system for programs reducing emissions from deforestation and forest degradation (REDD+) (Bekele, Zewdie, Boissière, & Atmadja, 2018).

Ethiopia has undertaken some work on tracking climate financing; but has not yet established a system to track such expenditure (EFCCC, 2020a; MOFEC & CRGE Facility, 2017, 2018). Further support measures are also in development (Stantec, 2020). Strengthening the system overall was one of the core recommendations of a recent assessment of the status of the CRGE.

Little information on these systems is available online and the websites created to host such information are either still under development or not being regularly updated (Climate Resilient Green Economy, n.d.; REDD+ Ethiopia, n.d.). The Commission is also continuing to rely on external consultants for some aspects of the transparency framework (EFCCC, 2019c, 2019b).

Ethiopia needs to strengthen its review processes. The CRGE Operations Manual indicates that a Facility-level impact assessment should be conducted after five years of operation and a Facility-level outcome and process assessment should be conducted after two and a half years, undertaken by an independent third party (FDRE, 2018a). While it is unclear whether these assessments have been conducted according to this schedule, a third-party progress assessment report for the CRGE was completed in May 2020 as well as a preliminary assessment by the EFCCC of federal-level institutional structure and coordination of CRGE implementation (The World Bank et al., 2020).

Ethiopia does not have a formalised **ratchet up mechanism** to ensure the regular reviewing and updating its NDC in accordance with the Paris Agreement’s five-year cycle; however, Ethiopia is currently working with the NDC Partnership to prepare its 2020 update and is expected to continue this commitment in the future (Interviewee #1, 2020).

## 2.4 Stakeholder engagement

Stakeholder engagement		
Level and scope	Management of non-state actor interests	Exogenous non-state interests and influence
<p><i>The Ethiopian government engages the public through stakeholder engagement processes and has undertaken other education and outreach measures. While there is public awareness and support of climate change, climate change is low the list of development priorities. The government does not have a formalised strategy to address the potential negative externalities of climate policies or the need for a just transition. Exogenous non-state actors have limited influence on decision-making.</i></p>		

The government's **level and scope of engagement** with stakeholders reflect how well it is aware of external knowledge and the expectations of its constituents, which, in turn, affects the ability for sound government decision-making.

Ethiopia has made some effort to engage stakeholders. Currently, the Planning and Development Commission (PDC) is undergoing stakeholder consultation for the new 10-year development plan. So far, the PDC has held public discussions for the plan on climate change, including expert presentations on climate-resilient growth and civil society organisation input on climate-related issues (PDC, 2020a, 2020c, 2020b). As the plan is still undergoing consultations, the extent to which it reflects public input is unknown. Previously, the government conducted stakeholder consultations for the development of the CRGE Strategy (Interviewee #1, 2020). More generally, climate change ranks very low on the list of development priorities of many stakeholders (Public Opinion Research Group, 2019).

The government has also undertaken a couple of measures to enhance education and outreach. In 2017, the government launched a national climate change education strategy supported by the UNDP and the United Nations Institute for Training and Research. The programme aims to increase environmental awareness through building national and sub-national frameworks that foster climate change learning, integrate climate change into the curricula of the formal education system and support extra-curricular climate change education activities (MEFCC & Ministry of Education, 2017). In 2020, the Ministry of Education and EFCCC published an annotated guide for curriculum developers to integrate climate change into the curriculum and implement the climate change education strategy (EFCCC, 2019a).

Recent media reforms have ensured that a broader range of education topics is now considered, including more attention being paid to climate change; however, there is still some reluctance on the part of media outlets to criticise the government (Home Office, 2020b). It can be assumed that such reluctance to also express views on government's handling of climate policy. Previous government efforts to ensure public knowledge on the issue of climate change through TV and radio programmes have not been continued in recent years (Interviewee #1, 2020). However, significant media attention and public involvement of the government's ambitious tree planting initiative has contributed to raising public awareness of climate change. It must be noted that Ethiopia ranked the lowest in Africa in terms of internet accessibility and affordability making outreach challenging (Alliance for Affordable Internet, 2019).

The government has made efforts to engage the private sector, though further work is needed. In 2016, it developed a private sector engagement strategy to encourage private sector participation in Ethiopia's climate finance landscape (CRGE Facility Secretariat, 2016). However, a recent review of the state of implementation of the CGRE found that the strategy had not been effective as it lacked specific guidance on how the sector should engage (EFCCC, 2020a). It recommended that dialogues

between the companies and the relevant government directorates be established to enhance private sector engagement.

The **management of non-state actor interests** is an important consideration, as it depicts whether governments have succeeded in addressing resistance created by vested interests as well as communicating the fairness of their policies to the public. An assessment of the ability to manage non-state actor interests reveals how much public support or opposition policies receive.

Addressing the need for a Just Transition is important to ensure the protection of various actors that may be negatively impacted by the transition. For example, in Ethiopia, livestock is the largest source of emissions; however, livestock is also a significant source of income for a large portion of the population. The CRGE Strategy identifies establishing a mechanism to monetise emission reductions from livestock as a key initiative to be fast-tracked. If implemented correctly, this approach could help buffer the impact of reducing livestock on farmers (FDRE, 2011). Overall, the need for a Just Transition is not explicitly addressed in legislation and is often considered after the fact (Interviewee #1, 2020). Further, Ethiopia did not sign the Silesia Declaration at the Katowice Summit, pledging to support the social aspects of the transition to a low-carbon economy (COP24 Presidency, 2018).

**Non-state actor interests and influence** also have the ability to shape government policies, either to accelerate or impede the speed of the transition to a zero emissions society. Such influence may come from groups directly affected by the transition, either positively or negatively, or from the general public. An important consideration is to what extent these stakeholders can access and utilise country-specific analyses to influence the policy agenda.

While there is some support amongst the general public for climate action, it is not a top of mind issue. According to Pew Research, 71% of Ethiopians view climate change as a serious problem (40% very serious, 31% somewhat serious). Further, 76% supported Ethiopia limiting greenhouse gas emissions as part of an international agreement, while 6% opposed limiting emissions—the remaining 18% didn't know/refused to answer while 0% believed climate change didn't exist (Pew Research Center, 2015). Compared to other countries in the survey Ethiopians' showed less concern for climate change. Further, as noted above, climate change still ranks low on the list of development priorities overall.

There are a limited number of country-specific analyses available to Ethiopian stakeholders to drive a transition to a zero-emission society. While there are studies that present and assess mitigation-related policy options that could potentially support a low-carbon transition, comprehensive economy-wide pathway analyses are limited (Mondal, Bryan, Ringler, Mekonnen, & Rosegrant, 2018; Pfeifer et al., 2020; The World Bank, 2019). As part of Ethiopia's participation in the NDC Partnership's CAEP initiative, capacity building activities will aim to strengthen the government's ability to develop and formulate emission pathways (NDC Partnership, n.d.-b).

There is little evidence to assess the influence of non-state actors on Ethiopia's transition-related policies; however, it is likely to be limited (Interviewee #1, 2020). One assessment of CRGE implementation found little to no private sector involvement in the CRGE strategy, aside from some private sector partners involved in implementing climate-related projects (Pegasys, 2020). However, in some cases, large foreign investors have played a role (Interviewee #1, 2020).

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The Climate Action Tracker (CAT) is an independent scientific analysis produced by two research organisations tracking climate action since 2009. We track progress towards the globally agreed aim of holding warming well below 2°C, and pursuing efforts to limit warming to 1.5°C.

[climateactiontracker.org](http://climateactiontracker.org)

## The Consortium



NewClimate Institute is a non-profit institute established in 2014. NewClimate Institute supports research and implementation of action against climate change around the globe, covering the topics international climate negotiations, tracking climate action, climate and development, climate finance and carbon market mechanisms. NewClimate Institute aims at connecting up-to-date research with the real world decision making processes.

[newclimate.org](http://newclimate.org)



Climate Analytics is a non-profit climate science and policy institute based in Berlin, Germany with offices in New York, USA, Lomé, Togo and Perth, Australia, which brings together interdisciplinary expertise in the scientific and policy aspects of climate change. Climate Analytics aims to synthesise and advance scientific knowledge in the area of climate, and by linking scientific and policy analysis provide state-of-the-art solutions to global and national climate change policy challenges.

[climateanalytics.org](http://climateanalytics.org)

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