



EVALUATION

Finland's Development Cooperation Country
Strategies and Country Strategy Modality



Evaluation on Finland's Development Policy and Cooperation

2016/3a

EVALUATION

EVALUATION OF FINLAND'S DEVELOPMENT COOPERATION COUNTRY STRATEGIES AND COUNTRY STRATEGY MODALITY

Ethiopia Country Report

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ACRONYMS AND ABBREVIATIONS

AfDB	African Development Bank
AfDF	African Development Fund
AgroBIG	Agro-Business Induced Growth
AU	African Union
BG	Benishangul Gumuz
BoFED	Bureau of Finance and Economic Development
CBO	Community-Based Organisation
CCO	Cross-Cutting Objective
CDF	Community Development Fund
CEP	Country Engagement Plan
CMP	Community Managed Project
COWASH	Community-Led Accelerated WASH
CS	Country Strategy
CSM	Country Strategy Modality
CSO	Civil Society Organisation
CTC	Country Team Coordinator
CWA	Consolidated WASH Account
DAG	Development Assistance Group
DC	Development Cooperation
DPP	Development Policy Programme
EFY	Ethiopian Financial Year
EQ	Evaluation Question
ESDP	Education Sector Development Programme
ESIF	Ethiopia Strategic Investment Framework
ET	Evaluation Team
ETB	Ethiopian birr
EU	European Union
EUR	Euro
FGD	Focus Group Discussion
FinnWASH	Rural Water Supply, Sanitation and Hygiene Programme (in Benishangul Gumuz)
FLC	Fund for Local Cooperation
GEF	Global Environment Facility
GEQIP	General Education Quality Improvement Programme
GoE	Government of Ethiopia
GoF	Government of Finland
GTP	Growth and Transformation Plan

HQ	Headquarters
HRBA	Human Rights Based Approach
ICI	Institutional Cooperation Instrument
ICT	Information and Communication Technology
IDA	International Development Association (World Bank)
INGO	International Non-Governmental Organisation
LAUD	Directorate of Land Administration
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MFA	Ministry for Foreign Affairs (Finland)
MoA	Ministry of Agriculture
MoFED	Ministry of Finance and Economic Development
MoU	Memorandum of Understanding
MoWIE	Ministry of Water, Irrigation and Electricity
MTR	Medium-Term Review
NAO	National Audit Office (Finland)
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OECD DAC	OECD Development Assistance Committee
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PIF	Policy and Investment Framework
PSNP	Productive Safety Nets Programme
PSU	Project Support Unit
RBM	Results-Based Management
RED	Rural Economic Development
REILA	Responsible and Innovative Land Administration in Ethiopia
RWSEP	Rural Water Supply and Environmental Programme
SLMP	Sustainable Land Management Project
SNE/IE	Special Needs Education/Inclusive Education
SNNPR	Southern Nations, Nationalities and Peoples Region
SWAp	Sector Wide Approach
TA	Technical Assistance/Assistant
TDP	Teacher Development Programme
TOC	Theory of change
TOR	Terms of Reference
UN	United Nations

UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WB	World Bank
WME	Watershed Monitoring and Evaluation
WSP	Water and Sanitation Programme

ABSTRACT

This is an evaluation of Ethiopia's country programme from 2008-2015, and in particular of the Country Strategy (CS) that was introduced in 2012. It is part of an overall evaluation of Finland's results-oriented Country Strategy Modality (CSM). It finds that Finland's programming in Ethiopia is focused, effective and influential - built mainly on a strong track record and comparative advantage within the education and rural water supply sectors, recently complemented by interventions in land registration and agricultural development. The programme is highly relevant and its effectiveness is linked to the application of aid effectiveness principles - country ownership, use of government systems and working with joint sector approaches. The introduction of the CS did not significantly change the composition of the CS portfolio of interventions but it was a useful exercise in making the strategy explicit and applying a greater results focus for programme management and reporting. The evaluation makes recommendations both for the future direction of the CS portfolio itself (building on its existing strengths while adapting to changing contexts) and for strengthening the CSM. There is scope to make CS preparation more inclusive and its scope more comprehensive (as opposed to its present almost exclusive focus on the bilateral aid instrument). Its results focus also needs to be refined.

Keywords: Ethiopia, Development, Aid, Evaluation, Effectiveness, Results.

SUMMARY

Background and purpose of the evaluation

This country evaluation is part of a study commissioned by the Ministry of Foreign Affairs of Finland (MFA) to evaluate a results-based Country Strategy Modality (CSM) introduced in 2012, while also evaluating Finland's country strategies in six partner countries. The country evaluation thus has a double purpose:

- a) As an evaluation, for both accountability and learning purposes, of Finland's bilateral cooperation with Ethiopia since 2008. As such, this is a free-standing report, to be published separately, and it will elicit a separate management response from the country team.
- b) As part of the multi-country study (Ethiopia, Mozambique, Nepal, Tanzania, Vietnam and Zambia) of Finland's country strategy modality (CSM).

The evaluation aims to explain the strengths and weaknesses of past performance and to make forward-looking recommendations at country level, as well as providing inputs to formative CSM recommendations.

Approach and methodology

The evaluation covers the period of 2008-2015. Although there is particular interest in the country strategy modality which was introduced only in 2012, it is necessary to consider a longer period in order to understand context and because many of the interventions taking place during the post-2012 period were designed and commenced earlier.

The evaluation considers Finnish bilateral funding to Ethiopia in the context of Finland's development funding portfolio as a whole and Finland's role as part of the donor community. However, it focuses directly only on the instruments that come within the scope of the Country Strategy (CS), and it is an evaluation of the CS portfolio as a whole, not of its individual components.

The evaluation uses a theory of change (TOC) approach, which involves elaborating the implicit theory of change that is reflected in the Country Strategy. A key point is to identify the main assumptions about how Finland's bilateral cooperation will contribute to results, and then to test the validity of these assumptions in practice. The study answers a series of evaluation questions, both about the Ethiopia programme and about the CSM, that were agreed with the MFA during the inception phase.

The evaluation drew on various sources of information and evaluation tools to triangulate the evaluation findings including: document review, analysis of financial and other statistics, semi-structured interviews based on the evaluation questions (covering individual interviews, group interviews and focus group discussions), and site visits to observe results on the ground and elicit beneficiary and local stakeholder feedback. The evaluation took place from

September 2015 to June 2016, with a visit to Ethiopia in January/February 2016 that was preceded by interviews in Helsinki. The preliminary findings of the Ethiopia country study were presented to the MFA in Helsinki in March 2016.

Context and content of the Ethiopia programme

Finland has had a long engagement with Ethiopia. It has been the only donor supporting Special Needs Education (Inclusive Education) and has also built up a strong reputation on community managed rural water supply. An evaluation of the 2000-2008 programme was very positive on the quality of the programme, although noting that it was not at that stage guided by any explicit strategy document.

More recently two interventions in rural economic development have been added, focused on land registration and on a value-chain approach to the promotion of agriculture. The main geographical areas of focus of the CS portfolio have been Amhara region, in Ethiopia's heartland, and Benishangul Gumuz, one of the developing regions, although many activities are wider in scope.

The programming has characteristically been guided by aid effectiveness principles with emphasis on country ownership, use and support of country systems and collaboration in joint sector approaches. It emphasises the wider influence (on sector policies and programme design) that can be achieved by linking Finnish projects to sector dialogue and participation in sector programmes.

Introduction of the Country Strategy

The first formal country strategy was a Country Engagement Plan (CEP) for 2008-2012, but this was a very light document and not results-oriented. The Country Strategy documents prepared from 2012 onwards were very different from the CEP, but there was strong continuity in the composition of the country programming.

Nevertheless, participants agree that preparation of the CS was a deeper process with significant effects on subsequent management of the portfolio of interventions. Although there were elements of consultation with government and with other stakeholders, this was primarily an internal MFA process, mainly involving dialogue between the Embassy and the Africa department. Key informants felt that there was no need to change what Finland was doing in Ethiopia, and in any case resources for the next few years had already been committed. However, in contrast with the CEP, the CS represented a new level in terms of providing a framework for results-based management (RBM) and monitoring results.

Findings, conclusions and recommendations

Against this background, the evaluation found that the Ethiopia programming has continued to be very effective, with Finland "punching above its weight" in several of its areas of engagement. Given that the portfolio was already strong, introduction of the CSM did not make a major difference; it is nevertheless a worthwhile approach which is likely to help maintain and improve the quality of the CS portfolio in future. The evaluation's recommendations are listed

below. The table which follows provides a summary of findings, conclusions and their links to the recommendations.

Recommendations

The following recommendations address the Ethiopia programme itself:

- R1 Persist with the existing sectors**, paying attention to strategic issues this evaluation has identified, and continue to work towards the further integration of Finnish initiatives into government systems and joint sector approaches and to follow other aid effectiveness principles.
- R2 Continue the rights-based approach**, combining projects that focus on economic and social rights with wider dialogue and monitoring in regard to democratic rights, and continued support to the Fund for Local Cooperation to help maintain space for civil society organisations.
- R3 If more resources become available, use them to deepen engagement in the existing sectors**, and to adapt that engagement to a changing domestic resource situation.
- R4 Use other, trade and investment related, instruments in parallel with the bilateral programme**, not to substitute for it.
- R5 Explicitly consider the balance between finance, TA and the supervision provided by the Embassy and country team. Take particular care to maintain the capacity and professionalism of the development specialist roles.**
- R6 Continue to work within common donor frameworks**, while recognising that Finland will continue to need a separate Country Strategy that highlights accountability to Finland.
- R7 Support studies as to whether land certification in Ethiopia does indeed have the anticipated effects on farmers' willingness to undertake long-term investments, and hence on their subsequent prosperity.**

The remaining recommendations concern issues beyond the remit of the Ethiopia country team in MFA, and are included as an input to the overall CSM evaluation.

- R8 Continue the CS approach and improve it by:**
 - a) **Strengthening the approach to results** (by more precise definition of intended results, and by a clearer distinction between the roles of impact monitoring at sector and national level, and outcome and output monitoring at intervention level).
 - b) **Making more explicit use of the theory of change** in preparing, and then monitoring the next iteration of the CS.
 - c) **Incorporating other modalities more systematically:**
 - as a minimum, for information – include description, so that the CS does a better job of explaining Finnish aid both to Ethiopian and to Finnish stakeholders;

- preferably with a more organic link, so that those responsible for other instruments at least have to explain how the use of the instrument in Ethiopia supports and complements the country strategy. (A corollary is that they will need to be more involved in the consultation around the CS preparation.)

d) **Strengthening gender analysis and monitoring.**

R9 Strengthen the preparation process by:

- a) making it **more consultative** with GoE and other stakeholders;
- b) revising the CS at **multi-year** intervals (not annually).

R10 Review the way MFA manages humanitarian aid vis-à-vis development aid, with a view to improving the consistency between the two. Consider other donors' experiences in this review.

Main Findings	Conclusions	Main Recommendations
The CS portfolio is highly relevant in all dimensions (beneficiary needs, government priorities, Finland's policies and priorities and relevance to donor partners).	Continuing relevance has been assured by focusing on a few sectors where there is clear Finnish comparative advantage, reinforced by long-term engagements which deepen Finland's expertise. Future relevance will depend on continuing to adjust intervention design to a changing context.	Persist with the existing sectors, paying attention to strategic issues this evaluation has identified (which identify issues to be addressed in order to ensure continuing relevance and effectiveness). (R1) If additional funds are available, focus on existing sectors and intervention areas, rather than taking on new things. (R3) Use other, trade and investment related, instruments in parallel with the bilateral programme, not to substitute for it. (R4)
The Ethiopia CS portfolio is generally effective to direct outcome level. This applies especially to the long-established education and WASH sectors. Land and agriculture interventions are still in their early stages. Nevertheless, for all sectors there are clear examples of wider effects that add additional value (in terms of policy effects and influence on other government and donor programmes).	Adhering to aid effectiveness principles has paid dividends in making the programme more effective (and sustainable).	Continue to put aid effectiveness principles explicitly at the centre of strategic planning. (R1)

Main Findings	Conclusions	Main Recommendations
Sector by sector review of the potential for impact shows that Finland can be confident of impact through its education and WASH interventions. Land and agriculture interventions are at an early stage, and therefore subject to more uncertainty, but their intended impact pathways are plausible.	CS impact expectations are generally credible, but it would be useful to link results monitoring more directly to more specific country results. Arising from both effectiveness and impact findings, need for care in choosing and interpreting results indicators	Refine the results focus of the CS (requires action at CSM level). Support studies as to whether land certification in Ethiopia does indeed have the anticipated effects on farmers' willingness to undertake long-term investments, and hence on their subsequent prosperity. (R7)
The evaluation finds that the CS portfolio is generally efficient, based on the absence of conspicuous waste together with a number of programme features conducive to efficiency, namely: lack of fragmentation, continuity which promotes learning from experience, and limited geographical footprint. This is reinforced by the leveraging of domestic resources (most notably in WASH), and influence on wider sector policies and programme design in WASH, education and land registration. Efficiency and effectiveness are reinforced by strong coherence within the CS portfolio.	Efficiency (and overall effectiveness of the CS portfolio) depends on achieving an appropriate balance between finance, TA and management staff. The role of the Embassy's development specialists is crucial in linking the different elements of the programme and achieving added value.	Explicitly consider the balance between finance, TA and the supervision provided by the Embassy and country team. Take particular care to maintain the capacity and professionalism of the development specialist roles. (R5) Continue intelligent use of aid effectiveness principles. (R1, R6)
Coordination with other donor programmes is thoroughly built into the programme. Even where Finland is implementing bilateral projects these operate within common sector frameworks.	The Finnish programme displays a good blend between independent and joint activities, benefiting from economies in shared knowledge and joint action, while maintaining a distinct Finnish value-added.	Continue to work within common donor frameworks, while recognising that Finland will continue to need a separate Country Strategy that highlights accountability to Finland. (R6)
There is strong complementarity between the bilateral instrument and the Fund for Local Cooperation. Complementarity with other Finnish aid instruments is limited and largely accidental.	Thus far, the Country Strategy has been a missed opportunity for strengthening complementarity among Finnish aid instruments. The disconnect between development aid and humanitarian aid is a long-standing issue in Ethiopia.	Greater complementarity between the bilateral programme and Finland's other instruments would require purposive action at MFA level, as would better coordination between the bilateral programme and humanitarian aid.
Most Finnish interventions are designed with sustainability in mind (e.g. community management approach for WASH, working with government systems and supporting government capacity), but sustainability of project interventions is not assured.	Overall strong country ownership supports sustainability, but further integration with government systems may be required (e.g. mainstreaming of inclusive education, integration of community management approach for rural water); institutional sustainability not yet assured for REILA and AgroBIG.	Maintain Finnish involvement across the current portfolio, and continue to work towards the further integration of Finnish initiatives into government systems and joint sector approaches. (R1)

Main Findings	Conclusions	Main Recommendations
Finland's CS portfolio is soundly based on collaborating with GoE and other stakeholders to advance economic and social rights, especially for poor and marginalised people. At the same time Finland continues dialogue with GoE on political rights, and participates with other donor partners in the joint monitoring of human rights in Ethiopia.	Finland has struck an appropriate balance in pursuing the human rights-based approach in Ethiopia.	Continue the rights-based approach, combining projects that focus on economic and social rights with a wider dialogue and monitoring in regard to democratic rights, and continued support to the FLC to help maintain space for CSOs. (R2)

This is one of seven country studies contributing to an evaluation of Finland's results-oriented country strategy modality.

It is also a free-standing assessment of Finland's bilateral cooperation with Ethiopia since 2008.

1 INTRODUCTION

1.1 Origin and context of the evaluation

The Ministry for Foreign Affairs of Finland (MFA) introduced the country strategy modality (CSM), a country strategy planning and management framework, in 2012 within the context of the 2012 Development Policy Programme (DPP) (MFA 2012a), and also driven by the 2011 results-based management (RBM) evaluation of Finnish development cooperation (MFA 2012b). From 2013 onwards the CSM has been implemented in the seven long-term partner countries of Finland, namely Ethiopia, Kenya, Mozambique, Nepal, Tanzania, Vietnam and Zambia.

The CSM is a key instrument to introduce RBM in country programmes and to enhance Finnish aid effectiveness and accountability. Before 2013 (in 2008–2012) country programmes were set out as Country Engagement Plans (CEPs), which were not results-based. From 2013 the country strategies (CSs) that resulted from the CSM were required to set out goals and objectives with appropriate measures to track achievements against these.

In mid-2015 the MFA contracted Mokoro Limited and Indufor Oy to undertake an evaluation of the CSM and CSs (Ethiopia, Mozambique, Nepal, Tanzania, Vietnam and Zambia). The results from the evaluation will inform adjustments to the CSM and the new CSs as well as contribute to improved upwards results reporting within the MFA and beyond. The full terms of reference (TOR) for the evaluation are at Annex 1. These TOR apply also to the Ethiopia country evaluation.

1.2 Purpose and objectives of the country evaluation

This country evaluation has a double purpose:

- to evaluate, for both accountability and learning purposes, Finland's bilateral cooperation with Ethiopia since 2008. As such, this is a free-standing report, to be published separately, and it will elicit a separate management response from the country team;¹
- to contribute towards the evaluation of the CSM, as part of a multi-country study (Ethiopia, Mozambique, Nepal, Tanzania, Vietnam and Zambia).

The **objective** of the country evaluation is

¹ TOR: "The country reports will be discussed with partner countries and the management response drawn up on this basis. The follow up and implementation of the response will be integrated in the planning process of the next phase of the country strategy."

- to provide evidence on the successes and challenges of the CS portfolio of interventions² by assessing the relevance of Finland's interventions and of the strategic choices made in the CS, as well as the performance of the portfolio against these choices;
- to provide evidence on the feasibility of the Country Strategy Modality for the purposes of the results-based management of the MFA.

The principal features of the evaluation are set out below.

- The **temporal scope** of the evaluation is the period 2008 to 2015. Although there is particular interest in the country strategy modality which was introduced only in 2012, it is necessary to consider a longer period (a) because many of the interventions taking place during the post-2012 period were designed and commenced earlier, and (b) as stated in the TOR, "in order to understand the strategies as they are now and to evaluate the change and possible results of current country strategies, it is essential to capture the previous period as a historical context".
- The **content scope** of the evaluation considers Finnish bilateral funding to Ethiopia in the context of Finland's development funding portfolio as a whole and Finland's role as part of the donor community. However, it focuses directly only on the instruments that come within the scope of the Country Strategy as set out in Chapter 4 below. The evaluation however is not an evaluation of individual components separately, but of the programme as a whole.
- **Summative and formative dimensions.** The evaluation aims to explain the strengths and weaknesses of past performance and to make forward-looking recommendations at country level, as well as providing inputs to formative CSM recommendations.
- **Users.** The MFA country team and desk officers will be primary users of the country evaluation findings, conclusions and recommendations. Country teams comprise responsible persons both in the regional department unit in Helsinki and in the Embassies. The main audience for - in other words, the direct users of - the evaluation are the MFA Department for Development Policy, the regional departments and their units (for the Americas and Asia, and for Africa and the Middle East) overseeing the CSs in the long-term partner countries, and Finland's embassies in long-term partner countries.

The evaluation therefore looks separately at (i) whether the country strategy programme is performing given the target country strategy objectives and development results; and (ii) the contribution that the CS/CSM made to this performance. The second focus on the country strategy modality is in turn at two levels: the difference the introduction of the CS (country strategy) approach made to the content and implementation of the Ethiopia programme; and the

² The term **CS portfolio of interventions** (or more concisely "CS portfolio") is used as shorthand for the actually implemented / ongoing set of interventions and activities as framed by the CS, notwithstanding the instrument through which they are funded or whether they originated from the CEP. Evaluating the country strategy means in significant part evaluating this CS portfolio against the evaluation criteria, to test the validity of the CS logical model and assumptions, and by extension the bulk effects of Finland's CS-directed interventions in Ethiopia.

The evaluation used a theory of change approach and tested the assumptions about how Finnish aid would work.

relevance, effectiveness, efficiency and sustainability of the CSM as an RBM methodology to manage the Ethiopia CS portfolio.

The evaluation findings on the country strategy programme follow this approach by first assessing the CS portfolio as such, and then considering the difference that the country strategy approach has made.

1.3 Approach and methodology

The Ethiopia country strategy evaluation approach and methodology follow the overall approach and the evaluation plan and criteria set out in the TOR and the Inception Report (Mokoro & Indufor 2015). The Inception Report methodology elaborated the key country evaluation instruments, data collection and validation methods, and processes. We discuss evaluation instruments and data collection and validation methods used for the Ethiopia report in summary below. More detail is provided in Annex 3.

1.3.1 Evaluation instruments

The country evaluation uses a set of inter-related evaluation instruments. These are:

The CS level theory of change (TOC)

The Ethiopia TOC is elaborated in section 4.3. The TOC sets out the intervention logic of the CS portfolio, as framed by the CS, as a result chain with explicit (in the CS) and implicit assumptions, which operates within the Ethiopia context. The evaluation team drew on the assumptions in the logic frameworks, interviews with the country team, and a review of the context to adapt the generic assumptions for the country TOCs provided in the Inception Report, for Ethiopia.

The TOC allowed the country evaluation team to assess whether the theory of how Finland will affect country development results, as expressed in the CS logic model, was valid given the degree to which it was realised in practice, given the CS portfolio. Assessing CS portfolios against the TOC involved five dimensions:

- i. Assessing whether the CS objectives and the interventions to implement them in the CS portfolio represent the right choices, or were relevant given Ethiopia's context and Finland's development policy objectives. This assessment is in the relevance section (5.1).
- ii. Assessing whether the CS interventions took place (inputs and outputs materialised), and whether they delivered their planned results (the intermediate outcomes of the TOC). This assessment is in the effectiveness section (5.2).

- iii. Assessing whether these results can be judged to have contributed to Finland's specific objectives (the TOC outcomes). The evaluation examined Ethiopia-specific pathways for the contribution, which included what the interventions were and how they were implemented as well as leveraging through policy dialogue and uptake of models. The findings against this dimension are also presented in the effectiveness section (5.2).
- iv. Assessing whether there is evidence to support the CS logic framework hypothesis that the specific objectives, as realised through the interventions, would contribute to the CS objectives (the second TOC outcome result) and target development results (the TOC impact result). This is assessed in the impact section (5.3).
- v. Assessing how well the CS portfolio achieved the results:
 - was it efficient in translating Finnish resources to results? (assessed in 5.4);
 - is it sustainable? (5.6);
 - are effectiveness and impact supported through complementarity with other Finnish aid instruments, internal and external coherence, and coordination with partners at country level? (5.5).
 - how well did it achieve Finnish cross-cutting development policy objectives (5.7)?

The country TOC furthermore made a distinction between the performance of the CS portfolio (expressed by the CS level TOC in Figure 6) and the performance of the CSM as an RBM methodology influencing that programme.

Evaluation and judgement criteria

The Ethiopia evaluation uses the same criteria as the other five country strategy evaluations to make findings. These operate at two levels. Firstly, as set out above against the TOC result chain, the evaluation uses an adjusted set of Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria to systematise the dimensions in which the performance of the CS portfolio is evaluated. These criteria and their definitions are provided in Annex 3. Secondly, for each evaluation question, the methodology set out judgement criteria which guided the teams in collecting and analysing evidence. These are set out in the evaluation matrix, also provided in Annex 3.

The evaluation matrix and evaluation questions

The evaluation was framed by the evaluation questions provided in Annex 3. Acknowledging the inter-related nature of the CS portfolio evaluation and the CSM evaluation, an integrated matrix made explicit which questions focused on the performance of the CS portfolio, and which related to the performance of the CSM. The judgement criteria provided guidance on how to interpret the questions, and what would count as evidence. Annex 3 also shows how the Ethiopia-specific questions in the TOR were addressed.

The evaluation matrix frames the assessment of the CSM's influence on the CS portfolio in terms of four criteria: whether it was a relevant methodology; whether it contributed to CS portfolio performance against the evaluation criteria (CSM effectiveness); whether it is efficient; and whether it is sustainable.

Analytical devices

Finally, the evaluation utilised contribution analysis, process analysis, logical reasoning, and causal mechanism validation by expert and stakeholder feedback, as analytical methods both to assess the performance of the CS portfolio against the TOC and evaluation questions, and to assess the CSM. Contribution analysis was applied where the distance between CS portfolio results and the CS objective analysed made it practical. Where the team identified a contribution gap, it used logical reasoning to identify plausible causal mechanisms, which were validated by expert and stakeholder feedback.

For the evaluation, a contribution gap refers to the recurring circumstance in all the CSs, when the size of the Finnish intervention; the result chain length to the target development result; data availability and/or the time needed for the result to occur following an intervention, would affect whether the results from comprehensive contribution analysis would yield useful and valid information for the MFA. The use of different analytical instruments to evaluate the chain was aimed at usefully evaluating the performance of the CS portfolio interventions to the level of their direct outcomes. Higher up the results chain, the task was to check that the Finnish interventions are sensibly aligned with Finnish and country general objectives, and that the assumptions about their contribution to country-level results remain valid.

The team used process analysis and causal mechanism validation through the stakeholders involved to assess the influence of the CSM on the content and delivery of the CS portfolio.

1.3.2 Data collection and validation

The Ethiopia country evaluation team was able to use mixed information sources to generate and triangulate the evaluation findings. These are referenced throughout the report. They included:

- **Document sources:** country CSM documentation and reports; existing intervention reviews and evaluations; and relevant secondary literature from non-MFA sources including government documents and evaluations or reviews undertaken by other partners. The exact document sources are referenced throughout the report.
- **Statistical information sources:** the report uses analysis of financial and other statistics collected from the MFA and other sources. References are provided throughout the report.
- **Semi-structured interviews based on the evaluation questions:** this included individual interviews, group interviews and focus group discussions. In view of the confidentiality assurances provided to respondents, respondents are not identified linked to each reported observation. However, Annex 2 provides a full list of people interviewed.

- **Site visits** to observe results on the ground and elicit beneficiary and local stakeholder feedback, in alignment with the TOR requirement for participatory evaluation. For Ethiopia, the evaluation team spent a week visiting sites in Benishangul Gumuz and Amhara Regional States; these two regions have been the main geographical focus of the programme, and the chosen itinerary enabled the evaluation team to compare intervention experiences for all sectors across two very dissimilar contexts.

Triangulation was done between sources, where possible, and also within source types (e.g. comparing different stakeholders' interview recollections). The data and findings were validated through validation workshops in Addis Ababa and in Helsinki. In Ethiopia this workshop was attended by government representatives, donor partners and the Embassy country team (attendance is shown in Annex 2).

1.4 Evaluation Process

The Ethiopia Country Evaluation took place between September 2015 and April 2016. The evaluation team comprised Stephen Lister (team leader / country team coordinator (CTC)), Jyrki Salmi, Gadissa Bultosa and Zoe Driscoll (team members). Pen portraits of the team are on page 82.

The first desk study phase was undertaken after the kick-off meeting on 10 September 2015. The context analysis, TOC and emerging hypotheses as well as the detailed work plan for the evaluation were presented in the Inception Report submitted to MFA in November 2015 (Mokoro & Indufor 2015).

Planning for the main country visit was facilitated by discussions between the evaluation team leader, joined by the Ethiopia-based team member, and the Embassy team while the team leader was passing through Ethiopia on other assignments. The country mission took place from 25 January - 12 February 2016. The first week included briefings for Embassy staff and for a wider stakeholder group, and the team began a programme of interviews (reflected in the list of persons met at Annex 2). During the second week the team visited Benishangul Gumuz and Amhara Regions, and in the third week the team continued interviews and visits in Addis Ababa. Meetings included a round-table discussion with Finland's FLC (Fund for Local Cooperation) partners, a video-conference debriefing with the Ethiopia team (with the Embassy staff joined by MFA officers in Helsinki) and, on the final day, a half-day workshop to present and obtain feedback on the team's preliminary findings and conclusions.

The team interviewed 135 people in Ethiopia. These included staff in the Finnish Embassy, government staff at the national level as well as at the regional and woreda levels, bilateral and multilateral donors in Ethiopia, NGOs, project staff, and beneficiaries met during visits to Amhara and Benishangul Gumuz.

In addition, 7 key MFA staff involved with the CEP and/or with the current CS were interviewed, including former staff present in Ethiopia during the time the CS was being produced. There were 17 MFA staff also present at the validation workshop held in Helsinki in March.

The study was based on intensive document review, interviews, and a three-week country visit.

1.5 Limitations to the country evaluation

The evaluation faced a number of challenges, both in evaluating the CS portfolio against CS objectives, and in evaluating the CSM influencing of the programme and the CSM process. Several challenges were common to all the country evaluations, others were more specific to Ethiopia. Table 1 below summarises the main challenges and how the evaluation team sought to mitigate them.

Table 1 Evaluation challenges and their mitigation

Challenge	Mitigation
COUNTRY PROGRAMME EVALUATION CHALLENGES	
<p>The contribution gap: Assessing the effectiveness and impact of a small donor's CS portfolio against high-level country strategy development result targets presented challenges. These were highlighted in the inception report. Comprehensive contribution analysis is not useful in these circumstances. Finland's contribution to ODA in Ethiopia is very small, which has posed difficulties in observing contributions to CS development results areas.</p> <p>Portfolio assessment challenge: Throughout the evaluation the team was challenged by summing the performance of individual interventions, towards an assessment of the CS portfolio result chain.</p> <p>This was also difficult to assess because of the small relative contribution of Finland.</p>	<p>The 'contribution gap' in the Ethiopia country strategy occurs for some interventions between the immediate intervention results and the specific objectives, and for others from the specific objectives or objectives to the target development result.</p> <p>To deal with the contribution gap and portfolio assessment challenges the team:</p> <ul style="list-style-type: none"> – investigated how policy dialogue and the provision of successful models for replication by counterparts were able to leverage specific interventions by influencing other partners, including government, to direct their resources to similar objectives; – used logical reasoning to identify the plausible mechanisms for contribution, and then validated these through expert and stakeholder feedback, to check on the feasibility of the result chain; – used available evaluations and reviews of individual interventions, but focused on the extent to which performance was achieved across the portfolio. This was eased by the methodology which assessed the CS portfolio against the CS objectives, as well as the application of the complementarity, coherence and coordination criteria.

Challenge	Mitigation
COUNTRY PROGRAMME EVALUATION CHALLENGES	
<p>Availability of validated information and statistical data related to interventions: The inception report envisaged that the CS portfolio evaluation would be able to draw on existing documentation and the CSM reports. This however was not always the case.</p> <p>As a result, there was not always sufficient information available to make assessments of all the programmes.</p> <p>The CS annual reports were only of limited value, given issues with whether the result matrix adequately measures performance and the stability of the indicators. For example, policy dialogue measures and outcomes are not adequately reported. In Ethiopia systematic result information on other Finnish instruments listed in the CS was not available.</p> <p>Annual results reporting provided information on results but the information was not always valid because of inadequate quality of the selected indicator, or challenges in obtaining reliable data for the concerned indicator.</p> <p>In addition, there was little data available to assess value for money of the programme, as this was not adequately addressed in most evaluation reports.</p>	<p>The fieldwork aimed to address these challenges, as much as on reviewing the findings of existing reviews and evaluations. Selection of site visits, selection of respondents and interview content therefore paid attention to filling these gaps.</p> <p>The team used the deskwork and fieldwork phase to supplement CSM report data as much as possible from other sources to form views on results at the outcome and impact level. Where gaps still remain is reflected against the specific criteria in Chapter 5 below.</p>
<p>Inheritance of the CS portfolio and short time lapse since the introduction of the CS (for the CS portfolio evaluation). The degree to which the CS portfolio can be assessed against CS objectives can be challenged, given that there has been little time for the country teams to adjust CS portfolios towards higher CS result performance.</p>	<p>The evaluation treated this challenge as a CSM assessment rather than a CS portfolio evaluation challenge. It assumed that even if the CS portfolio was put together without the CS objectives, there would still be value for the country teams to receive findings, conclusions and recommendations on the contribution of the CS portfolio interventions as they stand, to the CS objectives, particularly if such an evaluation signals the need to make significant changes in the CS portfolio.</p> <p>In undertaking this evaluation, the time frame from 2008 onwards makes it more possible to chart changes in the country portfolio and to assess effectiveness of the portfolio and its components. Secondly, the theory of change approach facilitates assessment of the relevance of selected objectives and measures in the CS, and of the plausibility that Finnish-supported activities will lead to long-term impact against these.</p>
<p>Human rights (particularly political rights) have often been an area of contention between the Ethiopian government and its aid partners, which may make the application of the human rights-based approach (HRBA) less straightforward.</p>	<p>Through interviews as well as documentation, the evaluation analysed the different relevant dimensions of human rights and how they are addressed in practice by the government and its aid partners, and, to a limited extent, compared Finland's approach with that of other donors.</p>

Challenge	Mitigation
CSM EVALUATION CHALLENGES	
<p>Short time lapse since the introduction of the CS, and the inheritance of the CS portfolios from the CEP period (for the CSM evaluation). Given that the CS inherited the Ethiopia CS portfolio to a significant degree, and that intervention commitments made prior to the CS largely determined the interventions undertaken during the CS period, there was limited data for the team to assess whether the CSM has been able to influence the CS portfolio for better performance.</p>	<p>The team applied process analysis to track when changes were introduced in the CS portfolio, however small, and consistently enquired why these changes were made, and whether they could be attributed to the CSM. This allowed it to discern first signals of CSM effectiveness, or lack of them.</p> <p>The team did not look only at whether the content of the CS portfolio changed, but also at how better management of existing interventions may improve their performance and contribution.</p> <p>This analysis was supplemented by discussing respondents' views on the likely impact of the CSM on future intervention design, given how CSM processes have been experienced so far.</p>

1.5.1 Risks to the country evaluation

The evaluation faced a number of risks, as discussed below:

Factual and analytical gaps, misinterpretation and weaknesses in evaluation outputs due to the scope of the evaluation: The evaluation process included two validation workshops to correct factual errors and address misinterpretation. Comments from MFA stakeholders on the draft report have also been taken into account. In addition, internal quality and external peer reviews took place and have been taken into account in this final report.

Inconsistency across country studies: This risk is mostly at the synthesis level. In the Ethiopia evaluation the risk was addressed by using the country evaluation guidance, common templates for collecting data, common approaches to analysis, common criteria and common reporting templates. The Ethiopia team leader also attended two team workshops and made adjustments to the methodology and assessment provided in this report based on common understandings reached at the workshops.

2 COUNTRY CONTEXT³

2.1 Overview of the country and development performance

Ethiopia is one of the most populous African countries (97m).⁴ It is ethnically diverse and plays a strategic role in the Horn of Africa. With the HQ of the African Union in Addis Ababa, it is also a major diplomatic centre.

After decades of revolution and war following the overthrow of Ethiopia's last emperor, the 1990s saw victory for the Tigray People's Revolutionary Front (TPLF) and its allies. A new constitution established an ethnically based federal system, with nine regional states and two city administrations. Subsequently there was a further round of devolution to give more powers to the woreda (district) level. The number of woredas has increased substantially, and there are now over one thousand including urban woredas.

The constitution allows competition between political parties, but there was violence after the results of elections in 2005 were disputed and subsequent elections have seen the ruling party and its allies sweep the board.⁵ A number of Ethiopia's development partners continue to express concerns about limitations on political space for democracy and civil society activity.

At the same time, Ethiopia has experienced a prolonged period of rapid economic growth and the government has demonstrated a genuine commitment to poverty reduction and the expansion of basic services. The poverty headcount ratio has declined from about 40 percent in the early 2000s to about 30 percent. Life expectancy has risen from 47 years in 1990 to 64 years in 2013. There has been strong progress towards meeting health MDGs and a massive expansion in access to basic education. Nevertheless, Ethiopia remains one of the world's poorest countries with a low ranking on human development as well as economic indicators (see Annex 4 for detailed statistics).

2.2 Main development challenges

Despite consistent economic growth and an improvement in human development indicators, Ethiopia remains a very poor country. It is landlocked, and at the centre of a volatile region. It faces political and social challenges in catering for a highly diverse population. Food insecurity remains a significant obstacle, in an economy highly dependent on rain-fed agriculture and having to cope with the effects of climate change. Geographic barriers further hamper the equitable distribution of economic growth, with poverty and food insecurity concentrated in rural areas, where many are chronically reliant on social safety net programmes and food aid.

³ The country context analysis is supported by the data provided in Annex 4.

⁴ According to World Bank data indicators.

⁵ The 2015 elections were peaceful, but the ruling coalition parties won all the seats.

Ethiopia's recent growth and poverty reduction is impressive, but it remains one of the world's poorest countries.

Despite its undoubted commitment to poverty reduction, many of Ethiopia's development partners are discontented with its record on democracy and political rights.

While the government's commitment to development and poverty reduction is unquestionable, aided by the devolution of federal powers to lower levels of government, many of its development partners are discontented with its record on democratic pluralism and political rights, and consider that legislation introduced in 2009 has significantly shrunk the operational space for civil society actors.

2.3 National development strategies, plans and programmes

The Ethiopian Constitution includes guiding principles and lays the promotion of development as a duty on the federal, and all regional, governments. The Government of Ethiopia (GoE) has a well-articulated set of development strategies and policies. A Plan for Accelerated and Sustained Development to End Poverty 2005/06–2009/10 (PASDEP) (GoE 2005), preceded successive Growth and Transformation Plans (GTPs). The first GTP (GoE 2010a) covered the period 2010/11–2014/15 and outlined the government's ambitious commitment to poverty reduction and the provision of improved basic services, linked to rapid economic growth supported by high levels of public investment in infrastructure. It set the vision of Ethiopia becoming a lower middle-income country and carbon-neutral economy by 2025. The second GTP (GoE 2015a) for the period 2015/16–2019/20 takes as its base the lessons drawn from GTP I and the post-2015 Sustainable Development Goals (SDGs) and reinforces emphasis on building a climate resilient green economy, addressing rapid urbanization, supporting private sector development and furthering the productivity and competitiveness of the productive sectors, including agriculture and the manufacturing industries.

The GTPs are complemented by sector planning and programming documents for each main sector, and these provide the basis for coordination and joint sector programmes with Ethiopia's development partners. These include successive Education Sector Development Programmes (ESDPs) (most recently ESDP V – GoE 2015b) and sector policy documents for water (GoE 2013a), agriculture (GoE 2010b) and other sectors. In 2013 the GoE launched a National Human Rights Action Plan (GoE 2013b) which includes recommendations across sectors, including education, health, justice and culture.

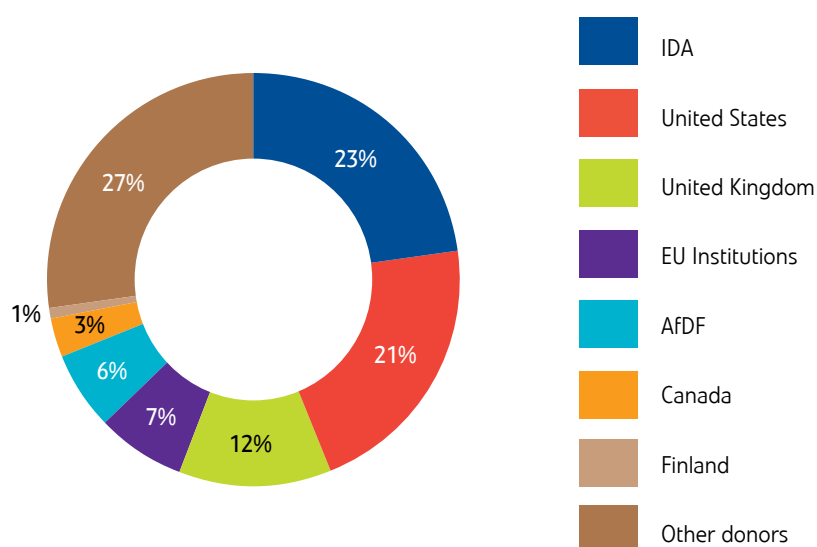
One of the roles of such documents is to ensure policy cohesion and coordination amongst the regions which comprise Ethiopia's federal system.

2.4 Donor policies and community in Ethiopia

Official Development Assistance (ODA) has historically formed a large share of Ethiopia's budget (though per capita aid levels are higher in many other countries). However, economic growth and enhanced domestic revenues mean that the share of ODA in the budget is declining. The government has taken initiatives to promote coordinated, programmatic aid in support of government programmes. There was a shift away from explicit general budget support after the 2005 elections, but other forms of programmatic support have continued, linked to forums for dialogue between the government and its aid partners.

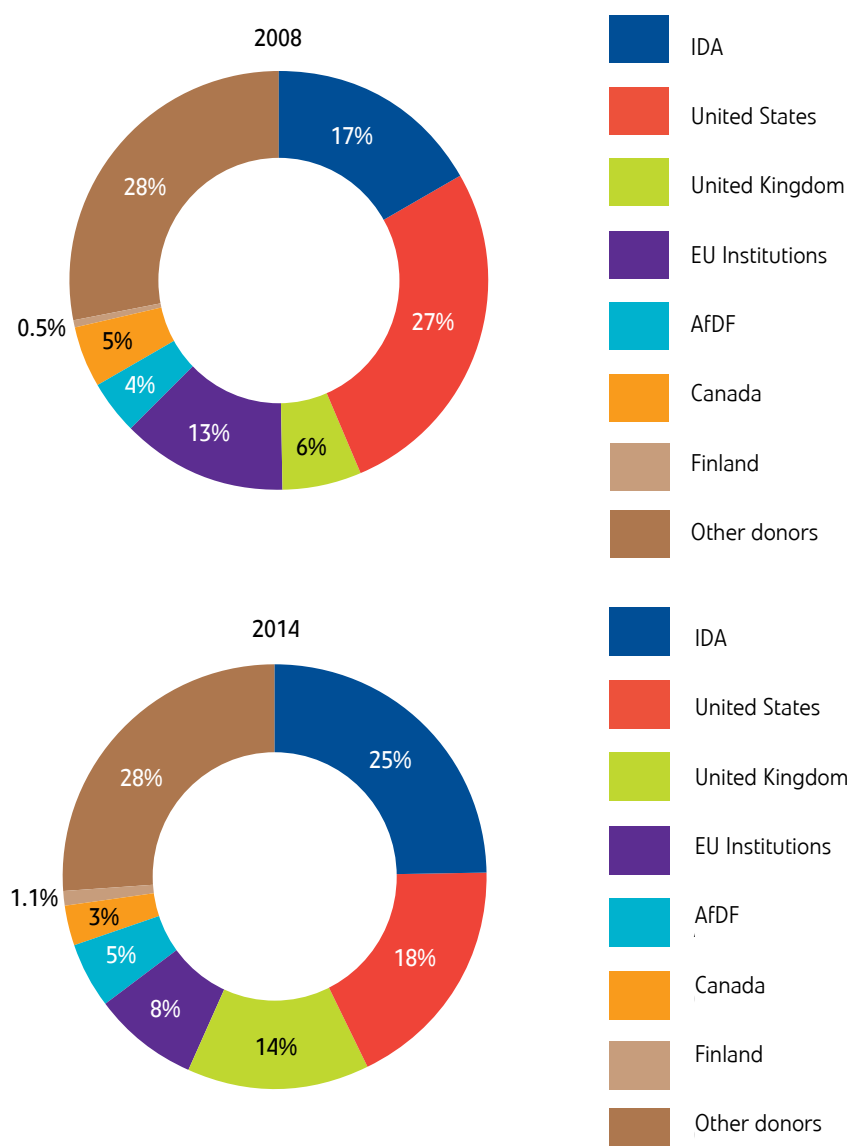
Figure 1 below shows which have been Ethiopia's most important aid partners over the evaluation period, while Figure 2 below compares Ethiopia's main aid partners at the beginning of the evaluation period and more recently. The World Bank (IDA), United States, United Kingdom and the African Development Bank (AfDB) have become even more dominant recently, in terms of their share of ODA, while Finland remains a small player, accounting for around 1 percent of ODA in 2014.

Figure 1 Ethiopia total gross ODA disbursements by donor (2008–2014)



Source: OECD DAC CRS data (from: <http://stats.oecd.org/index.aspx?DataSetCode=CRS1#>)

Figure 2 Ethiopia's main donors, 2008 and 2014



Source: OECD DAC CRS data (from: <http://stats.oecd.org/index.aspx?DataSetCode=CRS1#>)

There is a highly articulated architecture for aid coordination, with well-established coordination forums and sector approaches for the main sectors. The Development Assistance Group (DAG) is the high-level donor body for donor coordination and dialogue with GoE.

The government has a strong record of ownership of national strategy and actively seeks the application of aid effectiveness principles, including the use of country systems. Donors backed away from general budget support in 2005, and there has since been a further decline in the appetite for direct financial support to the government (reflected for example in the erosion of a programme for Promoting Basic Services), but there are still many examples of joint donor programmes including a huge social protection programme (the Productive Safety Nets Programme - PSNP).

3 EVOLUTION OF FINLAND'S DEVELOPMENT COOPERATION IN ETHIOPIA

3.1 Historical overview of Finnish development cooperation in Ethiopia

Finnish aid to Ethiopia began in the 1960s and Ethiopia has been a partner country for Finland since 1982. Because of Ethiopia's size, poverty and geopolitical significance, its appropriateness as a partner country appears never to have been seriously questioned. From 1977 until 2005, Finland's Embassy in Addis Ababa was headed by a Chargé d'Affaires (with the Ambassador in Kenya also covering Ethiopia). In 2005, the Embassy was upgraded with its own Ambassador. The main motive for this change was to enable Finland to follow African Union (AU) processes more closely.

A comprehensive evaluation of Finnish aid to Ethiopia over the period 2000–2008 was published in 2010 (MFA 2010): see Box 1 below for its principal conclusions.

Box 1 Principal Conclusions of the Evaluation of Finnish Development Cooperation with Ethiopia 2000–2008

The evaluation was commissioned by Finland's Ministry for Foreign Affairs, in order to obtain an assessment of the relevance, efficiency, effectiveness, impact and sustainability of Finland's development cooperation with Ethiopia in the period 2000–2008. All elements of Finland's aid to Ethiopia were covered: bilateral, multilateral, Finnish NGOs, support to Ethiopian civil society organizations, humanitarian assistance, and the use of other instruments. The evaluation also assessed the management practices of the Ministry for Foreign Affairs. The evaluation was based on a document study, interviews and field visit.

The following were among its main conclusions:

- Overall, Finland's development cooperation with Ethiopia 2000–2008 was tightly focused and relatively coherent. The two main sectors of bilateral aid (water and education), the civil society channel, and humanitarian support together made up more than 90% of the total aid over the period. It was highly relevant: it responded to the Ethiopian poverty reduction strategies and built on specific Finnish expertise, thus contributing to Finnish added value in the two main sectors of cooperation (water and education).
- Seen as a whole, the development cooperation was reasonably efficient and effective. Its impacts in the water sector have been particularly significant. The evaluation judged the sustainability of the impacts of the development cooperation to be satisfactory.

Finland has had a very long aid relationship with Ethiopia.

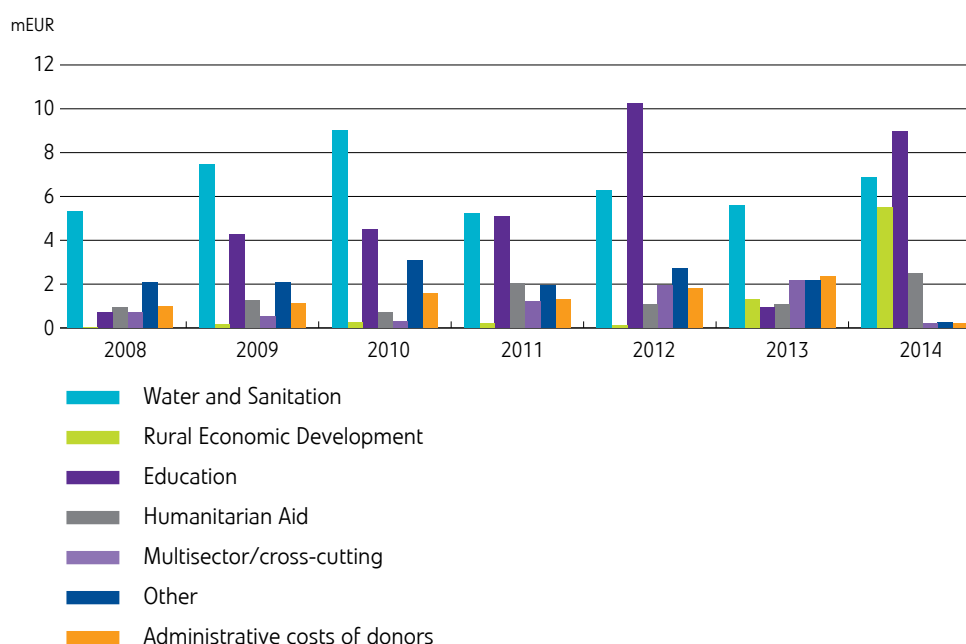
Findings of a comprehensive evaluation of Finnish Development Cooperation with Ethiopia from 2000–2008 were very positive.

- The lack of a country strategy made results-based management difficult, and there were significant weaknesses in the monitoring and evaluation of Finland's development cooperation; special attention to improving these areas was recommended.

Source: MFA 2010.

Finland has long track records in education (including a particular focus on Special Needs Education) and in rural water supply, and these sectors have dominated expenditures during the present evaluation period (Figure 3 below). More recently a third sector, rural economic development, including a land registration component, has been added and expenditure has become substantial since 2013.

Figure 3 Sector composition of Finnish aid to Ethiopia 2008–2014



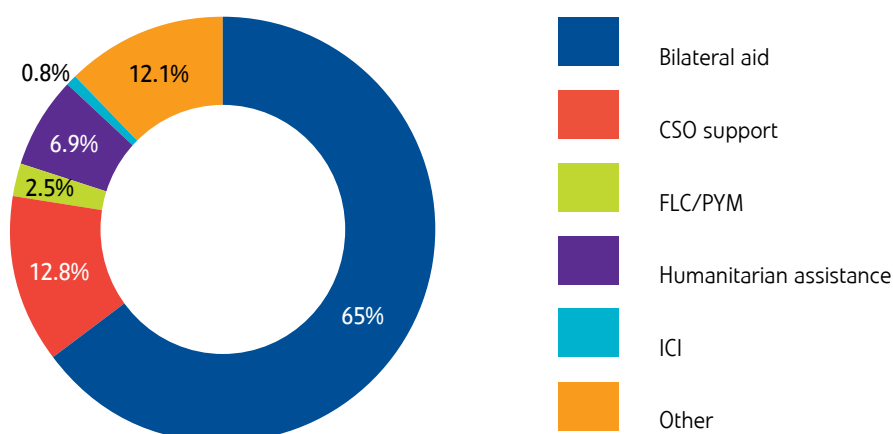
Source: see Annex 4, Table 10.

Bilateral aid accounted for 65 percent of Finnish aid expenditures from 2008–2014 (see Figure 4 below). CSO support averaged about 13 percent, but declined from almost 25 percent in 2008 to under 8 percent in 2014. Funds for local cooperation (the FLC) were at their highest in 2008 (nearly 6 percent) but took only 1.2 percent of expenditures in 2014. As might be expected, humanitarian expenditures fluctuated from year to year; they averaged about 7 percent. Institutional cooperation (ICI) expenditures were small (less than 1 percent) and did not begin until 2010. Finally the “other” category averaged about 12 percent over the period.

There is a long tradition of Finnish NGO activity in Ethiopia (the 2000–2008 evaluation of Finnish development cooperation listed almost a dozen), and Finland has also worked with other NGOs in its core programmes. The Fund for Local Cooperation (FLC) is seen as an important complement to bilateral projects as well as a vehicle for supporting civil society, although it is acknowl-

edged that the space for such support has been restricted following the passage in 2009 of the Charities and Societies Proclamation, which limits the use of foreign funding for activities regarded as political.

Figure 4 Finnish aid expenditure in Ethiopia by aid channel 2008–2014 (percent)



Source: see Annex 4, Table 9.

Finnish ODA to Ethiopia has averaged about EUR 18m p.a. over the evaluation period, but with some substantial fluctuations (see Annex 4, Table 9 and Table 10).

Finnish aid has been consistently linked to Ethiopia's national development strategies, with a commitment to using government systems and to collaborating with the government and other donors in forms of programmatic aid (although Finland has kept clear of budget support).

At least in its main projects, Finland's aid in Ethiopia has been remarkably non-fragmented, as illustrated in Figure 5 below.

Successive strategy documents highlight the importance of dialogue with the government, through sectoral forums in addition to inter-government consultations which have taken place approximately every two years. Political concerns about human rights and democracy are expressed, but the Ethiopian government has continued to be regarded as a legitimate partner for cooperation, on account of its demonstrated strong concern for economic and social rights and its openness to dialogue.

Figure 5 Evolution of Finland's bilateral programme in Ethiopia⁶

SECTOR/PROGRAMME	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Water											
Support to Water and Sanitation Programme - joint programme (WSP)											
Rural water supply and environmental programme in Amhara Region (RWSEP)											
DFID/GoF/IDC WASH Capacity Building Project (coordinated by UNICEF)											
Technical Assistance to the Watershed Monitoring and Evaluation (WME) component of the Tana Beles Integrated Water Resources Development Project (TBIWRDP) in Ethiopia											
Support for institutionalising the Community Development Fund mechanism (COWASH)											
Rural Water Supply, Sanitation and Hygiene Programme (FinnWASH)											
Contribution to multisectoral SWAp: One WASH Programme - Phase I											
Education											
Support to Teacher Development Programme / GEQIP I											
Support to Education Sector Development Programme (ESDP)											
Support to General Education Quality Improvement Programme (GEQIP II)											
Technical Assistance to Special Needs Education in Ethiopia (SNE I)											
Technical Assistance to Special Needs Education in Ethiopia (SNE II)											
Rural Economic Development											
Programme for Agro-Business Induced Growth in Amhara (AgroBIG)											
Responsible and Innovative Land Administration in Ethiopia (REILA)											
OTHER											
Fund for Local Cooperation (FLC)											
Institutional Cooperation Instrument (ICI)											

⁶ The diagram shows the period for which existing interventions have committed funds available. It is likely that many of the ongoing interventions will continue beyond the end-dates shown.

3.2 Country Engagement Plan (CEP) 2008–2012

Until 2008 the country programme operated without a formal country strategy, but this was considered a weakness, on balance, by the evaluation for 2000–2008 (see Box 2 below). The Country Engagement Plan (CEP) was thus the first of its kind (MFA 2009).

Box 2 2000–2008 evaluation on lack of a country strategy

- The lack of a country strategy is justified by the MFA by a need for flexibility for the support rather than having a specific long-term strategy agreed upon with the Government. The minutes of the country negotiations show that the sectors supported by Finland have been agreed upon in these negotiations, but not discussed in detail – as they could have been if a proper country strategy was prepared. Discussion on the details is left for the Embassy thematic advisors and preparation process of individual interventions. The system of not having a specific country strategy certainly has given Finland flexibility to rapidly modify and expand its support as per the shift in the Finnish Development Policy. In Ethiopia this has given the Embassy Advisors an opportunity to investigate and contribute to selecting the strategically important interventions, particularly regarding the water cluster support.
- The biggest drawback of the current system is that it decreases accountability and predictability of Finland's support to the Ethiopian Government. As there is no strategy with agreed upon targets, it is also difficult to monitor implementation in a systematic manner – whether by the Ethiopian or the Finnish Government. Embassy personnel also indicated that despite constant internal discussions on Finland's assistance in a country, there is a need for a participatory process where it is possible to concentrate and focus on the 'bigger picture' in the country and Finland's role in it. The Result Card system is the basis for the present result-based management, where strategic and result targets are defined according to an internal success measurement scale. However, targets are at such general levels that performance measurement is highly subjective. Interviews at the Embassy also imply that the Result Card is not used as a planning tool.

Source: MFA 2010.

The CEP was guided by the 2007 DPP (MFA 2007), which stated that the main goal of Finland's development policy was to eradicate poverty and to promote sustainable development in accordance with the UN MDGs. It emphasised the importance of policy coherence and committed Finland to a human rights-based approach. It gave more emphasis to complementarity and effectiveness than previous DPPs, in line with the then dominant aid effectiveness agenda. It also stressed three cross-cutting themes: promotion of the rights and status of women and girls, along with promotion of gender and social equality; promotion of the rights of the socially marginalised and their equitable participation in social and economic opportunities; and combating HIV/AIDS as a health problem and as a social problem (Palenberg et al., 2015: 45–47).

The Country Engagement Plan (CEP) for 2009–2011 (MFA 2009) (also referred to as "Country Participation Plan") appears to have been a light and informal document, much briefer than the subsequent Country Strategies described in section 4 below. Key points:

- It noted a high level of coordination among Ethiopia's donors, but lack of consensus about division of labour.
- It linked development cooperation between Ethiopia and Finland to PAS-DEP (the Plan for Accelerated and Sustained Development to End Poverty 2005/06–2009/10 (GoE 2005), predecessor to the Growth and Transformation Plan 2010/11–2014/15 (GoE 2010a), to which the subsequent Country Strategy – see chapter 4 below – was linked).
- Agreed main areas of cooperation were water and natural resources, and the education sector, including SNE (Special Needs Education) and GEQIP (General Education Quality Improvement Programme).
- Under “New Cooperation Initiatives” it mentioned possibilities in ICT, Clean Development Mechanism, and Tana-Beles growth corridor.

Although CEPs gave a rationale for the country programme as a whole, they were not significantly results-focused. As quoted in the Inception Report:

During the 2007 DPP period CEPs were used. Whilst these linked country programmes to the DPP, they “did not set concrete objectives, nor identify intended results, nor did they define development or performance indicators or establish a results reporting system” (Palenberg et al 2015, p. 75).

The Ethiopia CEP bears this out. It states that “The principal goal of cooperation is to reduce poverty in an ecologically, socially and economically sustainable way in accordance with the Millennium Development Goals set in 2000” but there are no other references to specific goals or related indicators.

The CEP also asserted the complementarity of different aid channels (“In addition to bilateral cooperation, Finland supports the development of Ethiopia through international financial institutions, UN organisations and the EU. Finland’s various aid channels, bilateral cooperation, multilateral cooperation and NGO cooperation are mutually complementary”) but without demonstrating such complementarity in detail.

Based on interviews with staff involved in the preparation of the CEP, it appears that

- a) Preparation of the CEP involved pragmatic collaboration between Embassy staff and the Africa and Middle East Department in Helsinki, and was primarily an internal exercise. As one informant said, “the process was designed in a way that it was quite limited in how the Ethiopian government could influence the content”. There were meetings with government representatives, but since the programme already reflected agreed areas of focus, the CEP was unlikely to be controversial.
- b) It was nevertheless considered a useful exercise. There was an implicit country strategy prior to the CEP, but it had not been systematically written down; whatever was written was at the level of individual projects/programmes. So it was considered useful to have an overall strategy document, and it promoted useful discussion among the country team members.

- c) The exercise per se did not lead to changes in the composition of the country programme. The one major change at this time (reflected in Figure 5 above) was the introduction of a third sector – rural economic development. This was decided during the CEP period, and reflected the availability of additional funding as well as sectoral preferences at MFA minister level, although the time taken for project design and approval meant that actual implementation of the two key projects (AgroBIG and REILA) did not begin until 2012 and 2013 respectively.

3.3 Transition from the CEP to the Country Strategy (CS) 2013–2016

3.3.1 Evolution of the Ethiopia country programme

Preparation of the CS took place in the context of the 2012 Finnish Development Policy (MFA 2012a) – see Box 3 below. It was broadly consistent with the 2007 DPP (see section 3.2 above). It recommended that the size of programmes and projects should be increased, and the number decreased, and there was also to be a limit to a maximum of three sectors of intervention. As discussed, below Ethiopia already met these criteria.

The Country Strategy documents prepared from 2012 onwards were very different from the CEP which preceded them. However, there was strong continuity in the composition of the CS portfolio, as shown in Figure 5 above. (As already noted, the commencement under the CS of projects in rural economic development reflected strategic decisions taken during the CEP period.)

Box 3 The 2012 Development Policy Programme

- The Development Policy Programme of 2012 (MFA 2012a) was in line with Finland's long-term commitment to **human rights** and societal equity as an anchor to development in all countries. It repeated that "the **overarching goal of Finland's development policy is the eradication of extreme poverty and securing a life of human dignity for all people** in accordance with the UN Millennium Development Goals."
- The Development Policy paper had four priority areas: a **democratic and accountable society that promotes human rights; an inclusive green economy that promotes employment; sustainable management of natural resources and environmental protection; and human development**. The **cross-cutting objectives** (CCOs) that must always be taken into consideration were (1) Gender equality; (2) Reduction of inequality; and (3) Climate sustainability. These cross-cutting objectives were promoted globally and they had to be integrated in all development cooperation through (1) Mainstreaming, (2) Completing mainstreaming by targeted action, and (3) Including them in policy dialogue and in communication in bilateral, multilateral and EU cooperation.
- Reduction of inequalities implied particular attention to the **rights and opportunities of groups that are particularly vulnerable and easily marginalized**. These include children, **persons with disabilities, ethnic minorities and indigenous peoples**, people living with HIV/AIDS, and those belonging to sexual and gender minorities. Additionally, based on the mandate given by Finland's population to

The Country Strategy inaugurated in 2013 was Finland's first results-oriented strategy for Ethiopia.

the Government through Parliament, Finland applied a value-based approach that **emphasizes human rights and self-determination, freedom, equal opportunity and non-discrimination, democracy, equal participation, inclusion and equality.** Supporting those who are disadvantaged has for a long time been a priority in Finland's development policies.

3.3.2 Preparation of the Country Strategy

Although the content of the CS portfolio was not significantly altered by the CS exercise, participants agree that it was a deeper process with significant effects on subsequent management of the programme. Once again, although there were elements of consultation with government and with other stakeholders, this was primarily an internal MFA process mainly involving dialogue between the Embassy and the Africa department. Key informants felt that there was no need to change what Finland was doing in Ethiopia, and in any case resources for the next few years had already been committed. However, in contrast with the CEP, the CS represented a new level in terms of providing a framework for results-based management (RBM) and monitoring results, as discussed in chapter 4 on next page.

4 COUNTRY STRATEGY FOR DEVELOPMENT COOPERATION WITH ETHIOPIA

4.1 Overview of the Ethiopia Country Strategy

At the time of the evaluation there had been two versions of the Ethiopia Country Strategy (MFA 2013a, MFA 2014a). The second Ethiopia CS (2014–2017) was a very light update of the CS 2013–2016. There was one added sentence – “At the same time Finland actively supports human rights based approach” – and a few updates of background data, plus rewording of some of the specific Finnish objectives (see notes to Table 2 below). Also, the budget was revised and rolled forward a year. Since there were no substantive changes to the strategy, the evaluation treated the CS 2014–2017 as the reference document (current statement of the strategy), but 2013 as the commencement date of the strategy.

The Ethiopia CS is very systematically set out, linking country result areas to specific Finnish objectives and means of pursuing those objectives, as shown in Table 2 below. It cites the Country Development Goal as follows:

The vision of Ethiopia’s Growth and Transformation Plan (GTP) is to *“become a country where democratic rule, good governance and social justice reign, upon the involvement and free will of its people and once extricating itself from poverty to reach the level of middle-income economy as of 2020–2023”*.

Table 2 Ethiopia country results and Finnish objectives linked to inputs, instruments and resources

Country development results	Specific Finnish objectives	Inputs, instruments and resources
1. Accelerated and sustained agricultural growth and rural development secured	A) Contribute to poverty reduction at small-holder farmer level through support to agriculture based economic growth	<ul style="list-style-type: none"> Participate in the policy dialogue and sector coordination mechanisms for agricultural development. In terms of technical assistance, the main instrument to be used to is the new bilateral Agro-Business Induced Growth in the Amhara National Regional State (Agro-BIG) programme. Local cooperation funding will be used to support Ethiopian civil society organisations (CSOs) involved in urban agriculture.
	<ul style="list-style-type: none"> Establishment of efficient and profitable value chains of selected crops and/or products, which benefit the involved stakeholders along the chain (farmers, processing industries, traders and buyers). 	
	B) <i>Improved rural land tenure security</i> and sustainable management of natural resource in order to improve livelihoods and economic wellbeing of the rural population	<ul style="list-style-type: none"> Finnish participation in the policy dialogue and sector coordination will ensure synergies between bilateral and multilateral interventions and will contribute to Ethiopian policies. The Responsible and Innovative Land Administration in Ethiopia (REILA) project will be the main bilateral instrument. Finland will also support the multi-lateral Tana and Beles Integrated Water Resources Management project.
	<ul style="list-style-type: none"> Improvement of rural land tenure security through strengthening the land administration system in Ethiopia Improvement of livelihoods of rural households through enhanced productivity and promotion of sustainable land use practices. 	
2. Infrastructure services expanded and the foundation for long-term sustained growth and development strengthened	A) Improved access to potable water and improved sanitation and hygiene services in rural Ethiopia	<ul style="list-style-type: none"> Through policy dialogue and participation in sector coordination, Finland aims to scale up the use of approaches that are proven successful, such as the CMP. The main instruments are the bilateral projects COWASH and FinnWASH BG, as well as technical inputs to the development of a sector-wide approach programme in the WASH sector.
	<ul style="list-style-type: none"> Expedient water point and latrine construction process and their improved sustainability through the CMP (community managed project) approach. 	

Country development results	Specific Finnish objectives	Inputs, instruments and resources
3. MDGs in the social sectors achieved	A) Improved quality of general education	<ul style="list-style-type: none"> Finland participates actively in the education sector dialogue and the steering structures of multi-donor and joint financing programmes. The main instrument is Finland's participation in GEQIP I and from July 2013 in GEQIP II.
	<ul style="list-style-type: none"> <i>Improved teaching and learning conditions in general education;</i> <i>Strengthened institutions at different levels of the education management.</i> 	
	B) Addressing inequalities improved, especially with regard to children with special educational needs	<ul style="list-style-type: none"> Finnish participation in the policy dialogue will support mainstreaming of SNE/inclusive education in GEQIP II and ESDP. Technical assistance will be provided through the new bilateral SNE/inclusive education project. In addition, small projects implemented by Finnish and Ethiopian NGOs will be financed.
	<ul style="list-style-type: none"> Improved access and learning <i>support for</i> children with special educational needs. 	
4. Capacity of civil service to implement the GoE's policies and plans and participation of citizens and CBOs in the development process enhanced	A) Strengthened capacity of the civil service, CBOs and citizens in the development processes	<ul style="list-style-type: none"> These objectives are pursued by means of bilateral and multilateral dialogue with Ethiopia, the bilateral and multilateral programmes and projects in which capacity building within the government structures and participatory approaches play a significant role, and small projects carried out by Finnish and Ethiopian NGOs.
	<ul style="list-style-type: none"> Increased participation of citizens and CBOs in development processes within interventions supported by Finland 	
	<ul style="list-style-type: none"> Increased participation of the civil society in government development planning, monitoring and evaluation through sector platforms in sectors where Finland is involved. 	

Notes to Table 2

There were a few slight changes in wording between the 2013-2016 and the 2014-2017 versions of the CS. These were as follows (indicated by italics in the table):

"Equal access to and sustainable management of natural resource.."	<ul style="list-style-type: none"> "Improved rural land tenure security and sustainable..."
"The improvement of learning outcomes in Grades 4 and 8 in cores subjects"	<ul style="list-style-type: none"> "Improved teaching and learning conditions in general education"
"Improved efficiency in Grades 5 and 8"	→ "Strengthened institutions at different levels of the education management"
"Improved access and learning outcomes of children with special educational needs"	<ul style="list-style-type: none"> "Improved access and learning support for children with special educational needs"

The Country Strategy was mostly a continuation of projects and approaches which began earlier.

Many of the key features show continuity with Finland's earlier strategy in Ethiopia. There is continuity not just with the preceding CEP (see sections 3.2 and 3.3 above), but with the de facto strategy embodied in the evaluation of Finnish aid to Ethiopia between 2000-2008 (MFA 2010). There is continuity in sectors of focus, and in the emphasis on government systems and working jointly with other donors. Recognising that Finland is a small donor overall, it seeks to make a more efficient and meaningful contribution to broad national results by focusing on particular niches within sectors (implicitly where there is a comparative advantage for Finland) and also focusing on limited geographical areas (in Amhara and Benishangul Gumuz). However, the geographical focus is not total: for example, COWASH has since 2011 been replicating the community management approach in three new regions: Oromia, SNNPR and Tigray; while land administration work has included documenting land registration systems in Oromia and SNNPR; the current focal regions for the Inclusive Education project are Oromia, SNNPR and Addis Ababa; and the FLC has national scope.

The strategy is framed in terms of support to the economic, social and cultural rights of the Ethiopian people and, among cross-cutting objectives, makes specific mention of women's participation in decision-making, the reduction of inequality and the promotion of climate sustainability.

The strategy repeats the commitment to the FLC and NGO funding as part of the strategy, and also refers to use of the Institutional Cooperation Instrument (ICI). Other instruments are not mentioned, although Finnfund, Finnpartnership and Finnpro are active in Ethiopia.

In all sectors, as demonstrated in Table 2 above, projects are to be complemented by engagement in bilateral and multilateral dialogue. In all sectors too, there are concerns for sustainability and the prospects for incorporating Finnish-supported projects and programmes within durable government programmes.

4.2 CS and results management and reporting

The introduction of the CS led to a reformulation of annual and semi-annual reports from the Embassy to MFA. More systematic attention to results reporting is reflected in two documents attached to the annual report (MFA 2016a):

- A detailed logic model which builds on the CS's narrative presentation linking country results to Finnish objectives etc. (as summarised in Table 2 above). The most recent version of the logic model is reproduced as Table 11 in Annex 6.
- A detailed results monitoring framework. This shows the selected indicators for each element of the logic model, and reports baselines and current data (where available). The most recent version of the results monitoring framework is reproduced as Table 12 in Annex 6.

4.3 Description of the main interventions under the CS

4.3.1 Intervention sectors vs. country development results

The first three country development results listed in the CS (Table 2 above) map neatly onto the main sectors of intervention through bilateral cooperation, as follows:

Accelerated and sustained agricultural growth and rural development secured	Rural economic development
Infrastructure services expanded and the foundation for long-term sustained growth and development strengthened	Rural water and sanitation
MDGs in the social sectors achieved	Education

The fourth country development result (“capacity of civil service to implement the GoE’s policies and plans and participation of citizens and CBOs in the development process enhanced”) does not map so neatly onto specific interventions; the inputs and activities referred to are elements of dialogue (which might take place as part of the sector programmes linked to other development results or separately), the capacity-building approaches and elements within Finland-supported interventions, and small projects (including the FLC). However, the few indicators included in the corresponding section of the results monitoring framework (the final rows of Table 12 in Annex 6) are imprecise and qualitative.⁷

4.3.2 Interventions in rural economic development

Rural economic development is the most recent sector added to the CS portfolio, and currently consists of two main projects – Programme for Agro-Business Induced Growth (AgroBIG), which operates in Amhara region, and a land administration project (Responsible and Innovative Land Administration in Ethiopia – REILA).⁸

AgroBIG⁹ was identified during a joint Finnish-Ethiopian mission, after the then development minister of Finland, had visited Ethiopia in 2008. The Ethiopian side was emphasising the importance of an agribusiness project that would work with irrigation schemes (Tana-Beles Development Project)

⁷ Viz.:

- Established system for participation of citizens and CBOs at all levels in the development process.
- Positive changes observed towards citizen and CBO participation in the development processes within interventions supported by Finland.
- Positive changes observed towards citizen and CBO participation in GoE development planning, monitoring and evaluation through sector platforms in those sectors where Finland is involved.

⁸ The other significant intervention in this sector during the evaluation period was a watershed monitoring and evaluation TA programme, which ran from June 2009 to November 2013; it was linked to a multilateral Tana and Beles Integrated Water Resources Management Project which closed in 2015.]

⁹ This description is drawn mainly from the MTE 2015 report (FCG 2015a) and the 2015 Annual Report (AgroBIG 2016).

Rural economic development is the most recent main area of Finland’s engagement with Ethiopia.

in Amhara. Preparation and design were protracted. AgroBIG was originally intended as seven-year development assistance programme comprising an initial three-year pilot phase over the period from December 2012 to December 2015 and an anticipated implementation phase of a further four years. During the project design phase, the duration of the AgroBIG project was determined as 2012-2015 (currently extended until the end of 2016). The budget is EUR 10.4 million (Finland's contribution: EUR 9.3 million). The AgroBIG project is, however, expected to have a second phase in 2017-2020.

The geographical area of the Programme extends along the Tana Beles Growth Corridor with Gondar and Bahir Dar as two main market centres. The project is active in two woredas – Mecha and Fogera. The lead implementing agency is the Bureau of Finance and Economic Development (BoFED) of the Amhara Region which coordinates with the relevant bureaus, institutions and financing agencies (seven regional bureaus and their respective district offices implement the project). A Project Support Unit (PSU) facilitates implementation.

The objective of the programme is to “contribute to poverty reduction through agriculture based economic growth”. The purpose of the programme is “increased value addition of selected agricultural commodities through Agro-business development and capacity building of all stakeholders along the value chains to facilitate improved market access”. The ultimate target groups are smallholder farmers in targeted communities. The programme is also benefiting farmer cooperatives and other value chain actors.

AgroBIG has three components:

1. Value chain development of selected commodities: brings actors together and establishes formal and informal linkages. Value Chain Platforms identify problems and solutions and develop action plans to increase profitability along the value chain.
2. Support to development of improved service delivery: develops the service provision to the value chain actors to increase production, trading, processing, retailing or marketing.
3. Enhanced access to financial services to value chain actors: enhances saving and credit facilities to value chain, and makes funds available through (i) Innovation, Demonstration and Research Fund, (ii) Matching Grant Fund, and (iii) Value Chain Fund to meet the financing needs in the selected value chains.

The first two value chains included were potatoes and onions. In late 2014, two additional value chains, rice and maize, were added. The TA team had advised the inclusion of wheat, but maize was included instead because there is a “maize belt” in Amhara province.

REILA – Responsible and Innovative Land Administration in Ethiopia: Following the GoE establishment of the Ethiopia Strategic Investment Framework (ESIF) in 2008 to promote and scale up sustainable land management in Ethiopia, a decision was made by Finland to support Ethiopia in land administration and registration. In early 2010, MFA prepared a Strategy for Support by Finland to the Ethiopian Sustainable Land Management Investment Framework and

it was decided that Finland's support would focus on rural land registration and certification. The strategy indicated a long-term commitment. The first phase was to be a five-year intervention with technical assistance and financial support.

The project was delayed partly because of the villagisation programme which had started in Benishangul Gumuz, and did not properly commence until after an Inception Report in October 2012. It was originally intended to operate via a trust fund under the World Bank Sustainable Land Management Project (SLMP), but changes to the SLMP removed this option and REILA has been executed as a traditional bilateral project in parallel with the ongoing SLMP. The entire project budget is managed by a technical assistance consulting company which disburses Investment Fund (operations budget) budget allocation funds to the Ethiopian executing agencies (Directorate of Land Administration and Use (LAUD) / Ministry of Agriculture (MoA), and Bureaus of Environmental Protection, Land Administration and Use (BoEPLAU) of Benishangul Gumuz and Amhara) which use the funds, in collaboration with the TA consultant, following Ethiopian public procurement rules and regulations. The budget for the first five-year phase is EUR 12.8 million, with EUR 5.9 million for technical assistance and EUR 6.9 million for financial support. The GoE has committed to support the project with EUR 1.1 million, partly as in-kind contribution.

The project addresses the interlinked problems of poverty, vulnerability and land degradation at the rural community level by improving Ethiopia's land registration and certification system. REILA originally intended to focus on two geographical areas: Benishangul Gumuz and the Amhara part of the Tana-Beles growth corridor. However, it turned out that the GoE had very ambitious plans to complete land certification countrywide within five years, during the GTP1 period. There was therefore a need to develop a low-cost methodology for rural land registration surveys which could be used in most areas. It was decided in January 2012 that REILA would undertake second-level certification trials using imagery based methods or orthophotos in each of the four high-land regions (Amhara, Oromia, SNNPR and Tigray) and in Benishangul Gumuz. Much of the project's resources and efforts during the first two and half years were focused on these trials.

REILA's overall development objective was adopted from ESIF: improved livelihood and economic well-being of the rural population through promotion of sustainable land management practices. The purpose of the project is to contribute towards an improved, transparent and appropriate land administration system in Ethiopia.

In 2015 Mid-Term Reviews were produced for both AgroBIG (FCG 2015a) and REILA (FCG 2015b):

Finland has had a long engagement in rural water and sanitation.

- The REILA MTR showed satisfaction from beneficiaries and other stakeholders with the work and results of REILA, with recognition from the MoA and LAUD on the importance REILA has played in changing the mind-set regarding land administration and land registration. The report also highlights the strong GoE ownership of the project and the alignment of the project to the human rights-based approach to development. The report states that REILA is unlikely to reach quantitative targets, with only 13 percent of the targeted parcels registered reached, despite 70 percent of the project's lifetime and 45 percent of the total budget having been spent.
- The AgroBIG MTR also shows strong GoE ownership of the project particularly within the regional Bureaus of Finance and Agriculture. The report argues that value chain selection has under-emphasised the importance of markets, with the selected onion and potatoes only having moderate processing and market potential. Selected farmers were also reported to be more interested in enterprises outside the intervention targeted value chains. Delays were also highlighted relating to financing and implementation, as well as in the disbursement of grants to cooperatives.

4.3.3 Interventions in rural water and sanitation

Finland has had a long-term engagement in the rural water, sanitation and hygiene sector. Present interventions are a follow-on to the Rural Water Supply & Environmental Programme (RWSEP) which was implemented over five phases from 1994-2011 in Amhara National Regional State. A distinctive community-led approach was developed; an original Community Development Fund (CDF) has evolved into the Community Managed Project (CMP) approach which means that communities, through water and sanitation committees, are responsible for the full development process through planning, financial management, implementation and maintenance.

By the end of the evaluation period, the WASH portfolio consisted of two strands (see Figure 5 above). **COWASH** (Community-led Accelerated Water, Sanitation and Hygiene), which began in 2011 is active in 76 woredas in 5 regions: Amhara = 40 woredas, Benishangul Gumuz = 9 woredas, SNNPR = 8 woredas, Tigray = 7 woredas, Oromia = 12 woredas. It has taken over the remaining responsibilities of **FinnWASH**, which operated in Benishangul Gumuz from 2008 to mid-2015, and inter alia was used to demonstrate that the CMP approach pioneered in Amhara could be implemented in other contexts. COWASH is implemented through a technical unit which operates within the responsible Federal ministry. Finnish funding now covers TA and capacity building, with investment costs provided from the government budget.

Finland has been an active participant in national efforts to develop a coherent national sector programme for WASH. A OneWASH approach has been adopted which serves to coordinate the interventions of the main donors in the sector (including the World Bank, UNICEF and DFID). One dimension of OneWASH is a Consolidated WASH Account (CWA) intended as a common financing mechanism. Since 2013 Finland has made a contribution to the multi-sector SWAP,

but COWASH implementation has remained outside of the CWA mechanism, largely because of difficulties in devolving financial responsibilities to community level if funds were channelled directly through woreda budgets. The contribution to the SWAP secures Finnish participation in sector dialogue, and the COWASH team's location means that they are drawn on as an advisory resource by the Ministry. (UNICEF, a major donor to the sector, operates in the same way: it makes a relatively small contribution to the CWA, but most of its programme is managed separately, but within the OneWASH planning and coordination framework.)

4.3.4 Interventions in education

Like WASH, education is a sector with very long-standing Finnish engagement (MFA 2004, MFA 2010, Graham 2014, MFA 2015c). The most distinctive Finnish engagement has been support to the development of Special Needs Education (now termed Inclusive Education). Finland has been the only donor to engage systematically in this field, and many of Ethiopia's practitioners have been Finnish-trained. Over the years a series of TA projects have worked with the Ministry of Education to develop national policy and guidelines, to support specialist teacher training and to assist in the development of support systems for inclusive education, including the development of resource centres and the use of itinerant specialist teachers¹⁰ to strengthen inclusive education provision. The present phase of TA combines support to the Federal Ministry of Education with support to Addis Ababa, Oromia and Southern regions.

Finland has also, from their outset, been a participant in sector approaches to education. For many years Finland was one of the donors funding a joint Teacher Development Programme (TDP). This was succeeded by support to a World Bank-led multi-donor General Education Quality Improvement Programme (GEQIP) which is currently in a second phase (which runs to 2018). This works with the federal ministry and all Ethiopia's regions to support aspects of quality improvement including text book provision, curriculum development, teacher training, and a system of school-level grants. GEQIP accounts for the bulk of Finland's financial contribution to the sector (and Finland provides about 5 per cent of GEQIP's funds). GEQIP is integrated into the consultation and review processes for successive Education Sector Development Programmes (now implementing ESDP V - GoE 2015b), and has a system of regular joint review and supervision missions in which Finland participates. Finland uses its participation in GEQIP to advocate for attention to inclusive education, and this has led to the introduction of a dedicated inclusive education element within the decentralised grants provided by GEQIP (this is recently introduced and it remains to be seen how Regions will use it).

4.3.5 The Fund for Local Cooperation

The Fund for Local Cooperation (FLC) programme is one of the instruments of Finnish Development Cooperation in Ethiopia, which is channelled through Ethiopian civil society organisations. It is managed at Embassy level, but subject to overall guidelines provided by MFA. The FLC programme is coordinated

¹⁰ For sustainability, under the current phase of the programme, itinerant teachers are now included on the government payroll.

Over many decades Finland has been the only donor to engage systematically with Special Needs Education (Inclusive Education).

The Fund for Local Cooperation channels funds through civil society organisations.

by the FLC Programme Coordinator in the Embassy, with the Ambassador and Deputy Head of Mission having the authority to make final decisions.

Prior to 2008, the promotion of human rights was an explicit theme of the FLC programme in Ethiopia, but the introduction in 2009 of new Charities and Societies legislation restricted the ability of CSOs to accept foreign funding for advocacy work. The programme intends to complement the efforts of the GOE and the international community to promote equitable prosperity, participatory development and inclusive democracy, as well as human rights in Ethiopia towards attaining the MDGs.

During the evaluation period, and in line with guidance from MFA, the Embassy has sought to rationalise and streamline the programme, reducing the number of CSO partners, and limiting the length of their engagement with Finland. A recent innovation was to encourage collaboration between CSOs and Finnish businesses (“aid for trade”), but there has not yet been any uptake of this option.

Gender equality and disability have been cross-cutting issues across the FLC programme. Finland has played a historic role in Ethiopia in promoting disability rights and NGOs working on disability have confidence in working with the Embassy. Projects for the empowerment of persons with disabilities have included support to inclusive education and access to educational materials, community based rehabilitation services, and psycho-social support to families of the disabled. Under gender equality, projects have included economic empowerment projects for women including capacity building, self-help groups, and livelihood promotion, as well as projects supporting rural women in agricultural produce. The FLC also focuses on environmental projects, including those dealing with natural resources conservation, rehabilitation of degraded lands, and promotion of urban agriculture for livelihood and food security at household level, as well as on education projects, including those supporting education to marginalised areas, promoting girls’ education in rural Ethiopia, vocational trainings for youth, and supporting inclusive education of children with disabilities and orphans and vulnerable children.

The FLC projects are distributed throughout Ethiopia, although there is a preference for projects that are in areas that make it easy for the FLC committee to visit and monitor them. There is therefore a high proportion of projects in Addis Ababa and Oromia region. Between 2008 and 2012 there were 38 partners to the Embassy. At this time there were very long-term partners who had been supported by Finland for 10-15 years and little turnover in the partners. A decision was made to reduce the number of partners and so, as of 2012, the number of partners was reduced to ten. Partners are only contracted for one year at a time, with the principle that they are able to apply for funding year after year for up to five years in order to get results.

Each year the annual FLC reports show that the funds allocated have not been fully utilised. Reasons for this include: the modality of disbursing project funds in three tranches, which means that a significant number of projects are completed in later years than intended; the signing of limited project agreements (e.g. only five in 2011); and the introduction of the CSO law in 2009 which meant that charities had to re-register. For example, in 2014 EUR 844,598 of funds

were carried over from the previous year and EUR 250,000 were made available from MFA for 2014. In fact, the Embassy has reduced its target expenditure level for the FLC to match its administrative capacity. At the same time, it is clear that engagement by the Embassy is quite intense: partners interviewed by the evaluation team were highly appreciative of the degree of high-level interest and support from the Embassy that they receive; and on their side Embassy staff regard their engagement with FLC activities as yielding valuable insights on the Ethiopia context which serve to inform the entire bilateral programme. Each year the Embassy organises an experience-sharing seminar for its FLC partners, to which Finnish NGOs active in Ethiopia are also invited.

4.4 Implicit theory of change

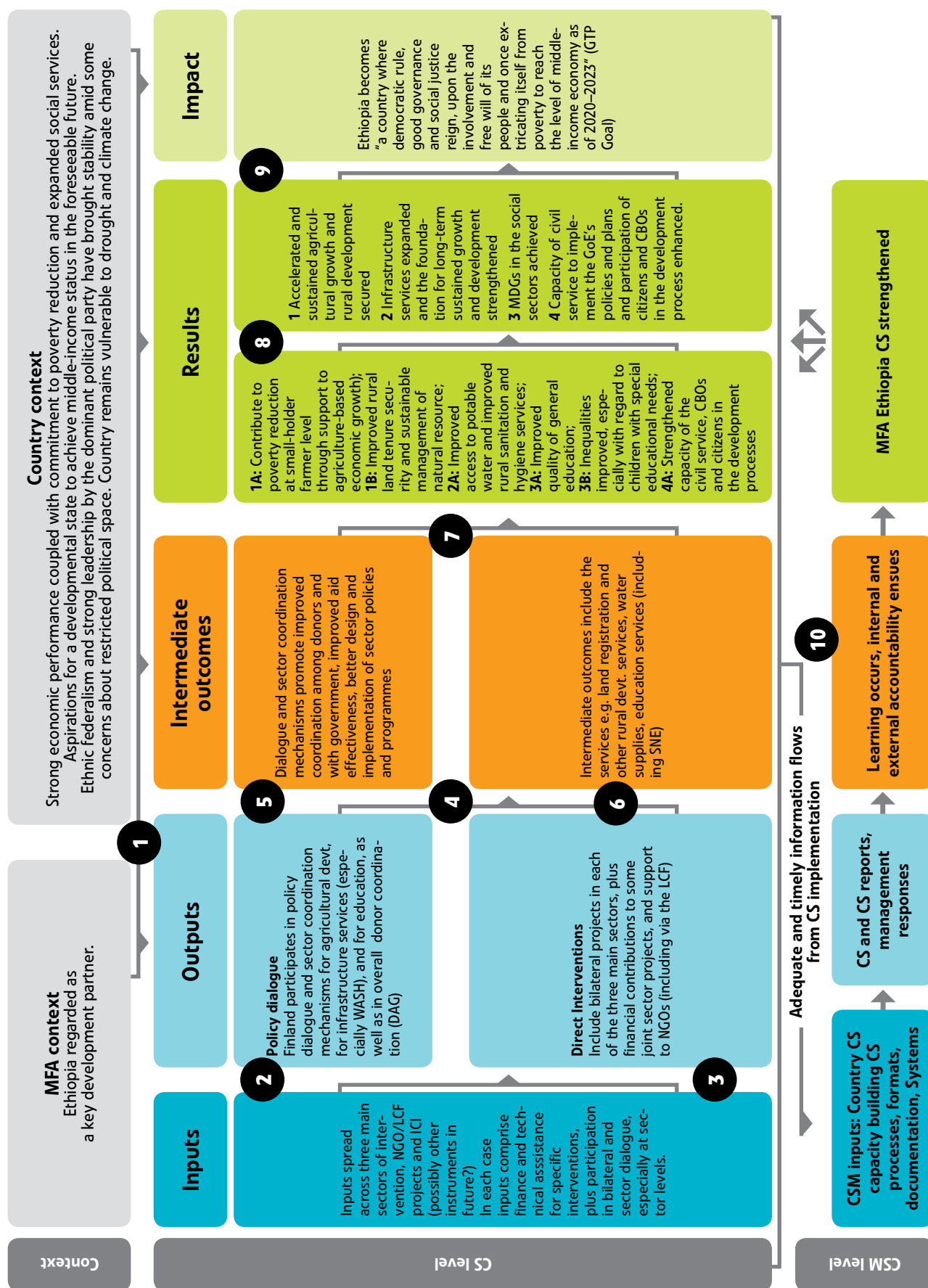
Figure 6 on next page was developed during the inception phase of the evaluation to show the theory of change (TOC) expressed in (or implied by) the country strategy. It was reviewed with stakeholders (particularly the Ethiopia team of MFA) to check that it was a fair reflection of the intentions behind the CS.

A key feature of a TOC analysis is to expose, and then test, the explicit or implicit assumptions that must be valid for the strategy to work as intended. In many cases assumptions, inputs, outputs and specific results can be specified and tested at sector level within the CS, though the CS also includes assumptions about synergy between components of the Finnish CS portfolio.

The evaluation used key elements of the TOC for its analysis at both sector and aggregate level. Findings against TOC assumptions are presented in section 5.8 below.

The evaluation developed an implicit theory of change to identify the main assumptions of the Country Strategy.

Figure 6 Inferred theory of change underlying the Ethiopia Country Strategy



Assumptions:

- 1) Ethiopia remains a viable development partner (government-to-government collaboration remains politically and practically viable).
- 2) Finland has sufficient resources (enough people with the right dialogue skills and institutional memory) to participate effectively in dialogue.
- 3) Direct interventions are relevant and adequately resourced.
- 4) There are two-way synergies between direct interventions and participation in policy dialogue and sector coordination.
- 5) The dialogue and sector coordination forums in which Finland participates are themselves relevant and effective.
- 6) Required complementary inputs (whether from government, communities, other partners) are sufficient for Finnish interventions to be effective.
- 7) Finnish interventions are effective enough and focused enough to make a tangible contribution to intended development results (many sub-assumptions - for each sector of engagement - may be involved here, e.g. about the exploitation of Finnish comparative advantage, appropriate design of interventions, sufficient stamina to achieve durable results etc.).
- 8) Plausible causal links (contributions) from specific Finnish objectives to country development results.
- 9) Plausible links from country development results to country development goal.
- 10) Information flows and learning allow the strategy and its components to be improved and adjusted if other assumptions falter.

The Country Strategy scored well on all dimensions of relevance.

5 COUNTRY STRATEGY EVALUATION FINDINGS

Findings in this chapter respond to the CS-level evaluation questions in Table 4 (Annex 3). Under each main heading, findings for the Ethiopia CS portfolio are presented first, followed by an assessment of the difference made by the application in Ethiopia of the Country Strategy Modality. Chapter 6 below then presents findings on the CSM itself (responding to the CSM-level questions in Table 4).

5.1 Relevance

The relevance question considers the fit between the CS and the Government of Ethiopia's priorities, the priorities of the Finnish development policy, and the specific needs of the Ethiopian population. Relevance needs to be considered not only in terms of objectives but also in terms of appropriate design. We consider both the relevance of the strategy expressed in the CS document (MFA 2014a) and the relevance of the underlying CS portfolio components.

5.1.1 Relevance of the country strategy

The CS is clearly relevant to the Ethiopian context and development challenges. With elements that address education, basic services (water), agricultural development, land rights, and CSO contributions to development, it addresses equality and elements of poverty reduction for individuals as well as the strengthening of national institutions and governance. It includes a **strong focus on easily marginalised groups** through the inclusion of a developing Region, Benishangul Gumuz, as one of its geographical focal areas, through focus on comprehensive land registration (including registering the land rights of women) and through supporting inclusive education. Relevance to the rights and priorities of partner country stakeholders and beneficiaries has been ensured by focusing on economic and social rights (see also the discussion in section 5.7 below).

The CS is well **aligned with Ethiopia's overarching national policies**. It links explicitly to the objectives and strategies of the Growth and Transformation Plan (GoE 2015a) and all the main components of the CS are logically linked to national objectives (cf. the country result areas in Table 2 above) and to the overall national goals of good governance, social justice, poverty reduction and economic growth. Records of consultations between GoE and MFA, along with recent interview data, confirm that **there is a good fit between national priorities and those of the CS**. Although there was not much consultation with donor partners about the CS per se, the alignment of the CS with national policies and its focus on working through sector forums meant that in practice the CS was also **relevant to donor partners**.

The CS is also **well aligned with the Finnish Development Policy of 2012** (MFA 2012a) (see Box 3 in section 3.3.1 above) in terms of its focus on poverty reduction and the promotion of equality and inclusive development through a human rights-based approach.¹¹ **The CS continues to be aligned with the recently approved 2016 Finnish Development Policy** (MFA 2016b) which states that “the core goal of Finland’s development policy is to eradicate extreme poverty and to reduce poverty and inequality”, building on a human rights-based approach to do so. Indeed, the 2016 policy already anticipates that:

“Finland will increase its support to Ethiopia, Africa’s second most populous country, where the need for support is great. Ethiopia shows a will to develop, and its development is important for the future of the entire Horn of Africa, also in view of the refugee situation. The support will focus on water supply, education and the rural private sector with the aim of creating jobs.”

5.1.2 Relevance of the CS portfolio

In keeping with the findings of the 2000-2008 evaluation (Box 1 above) the CS portfolio has continued to be relevant, as reflected in its main components.

Thus interventions in education are closely linked to the national ESDPs, and WASH interventions with the emerging sector plans for water supply and sanitation; REILA is part of a coordinated national strategy for land registration. In most cases they are focused on the needs of the poorest and marginalised people (the partial exception is AgroBIG, which does not work with the poorest of the poor but seeks to tap potential for rural economic growth). Interventions are designed in ways that promote continuing relevance – e.g. by being linked to dynamic sector monitoring and coordination frameworks (education and WASH), and engaging at community level (WASH, REILA, AgroBIG). Characteristically, they seek to increase government capacity to provide relevant services while also making service users more aware of their rights to service (land registration is a key example in this respect; inclusive education is another). However, needs and priorities may change over time: for example, with increasing attention to urban water supply and sanitation, some stakeholders argue that the CMP is becoming less widely relevant; in education, some interviewees considered that work with regional governments on the roll-out of inclusive education is becoming more relevant than continued work on national policies and guidelines. Continued support to indigenous CSOs through the FLC is relevant to the DPP 2012 priority of supporting a democratic and accountable society.

5.1.3 Influence of the CSM on relevance

The existing country programme was already highly relevant, but the evaluation finds that the introduction of the CS did help to strengthen the relevance of the country programme design, in two main respects:

- It led to a clearer articulation of the intended links between programmes and projects and related influencing (see section 5.2.3 below).

¹¹ See section 5.7 below for more on HRBA and the cross-cutting issues within the Country Strategy.

- It led to more systematic attention to the identification and subsequent monitoring of results within individual programmes. In the education and water sectors of operation this led to a sharpening of monitoring and reporting against specific results, which mainly already appeared in programme documents and reporting. In the case of the rural economic development interventions, however, the programme documents themselves had not articulated intended results so clearly, and this aspect was retrospectively strengthened.

5.2 Effectiveness

Effectiveness of a country programme depends first and foremost on the effectiveness of the interventions that comprise it (we consider under coherence, coordination and complementarity whether the CS portfolio adds up to more than the sum of its parts). The evaluation assessed effectiveness at two levels. Firstly it assessed whether the interventions making up the country strategy programme achieved their planned purposes. At the second level it assessed whether these intervention results could be argued to contribute to the CS objectives.

5.2.1 Effectiveness of the CS interventions

This section considers the extent to which the main interventions within the CS achieved their planned outputs and direct outcomes. The next section considers their contribution to Finnish specific objectives (as set out in Table 2 above).

a) Rural economic development (agriculture and rural land tenure)

Both the main projects, AgroBIG and REILA, experienced slower-than-planned start-up phases which affected the achievement of targets set in the project documents. At the same time, both had some unintended positive effects.

As regards **intended results**:

- The only result (or more precisely target) the REILA project document defines is the number of 2nd level land certificates registered (i.e. issued and delivered to farmers): 100,000 parcels in Benishangul Gumuz and 140,000 in Amhara. At the time of the present evaluation, in Benishangul Gumuz more than 21,000 parcels had been surveyed, and more than 5,000 2nd level certificates have been given to farmers (5%-21% achievement rate), and in Amhara 60,000 parcels have been surveyed and no certificates yet issued (0%-43% achievement rate). The MTE report (Impact 2015) stated that REILA was unlikely to reach quantitative targets, with only 13 percent of the targeted parcels registered reached, despite 70 percent of the project's lifetime and 45 percent of the total budget having been spent. It nevertheless noted that REILA's work on system development and capacity building was strong and highly appreciated, although not captured in the chosen project indicators.

- At the time of the evaluation, AgroBIG had begun work on two value-chains (onions and potatoes). Its annual reports provide evidence of reduced storage losses and increased sales volumes among participating farmers. However, the mid-term evaluation (FCG 2015a) noted that development of subsequent elements of the value chain is more challenging. AgroBIG carried out an annual results survey towards the end of 2015 (AgroBIG 2016). According to the survey, the project has achieved, or even surpassed most of its results. However, the attribution of the achievement to the project is difficult to assess (e.g. household assets index and average farm gate price). Based on interviews it could be presumed that AgroBIG has indeed made some contribution to the increase of the agricultural income and to the average sales price of the produce. The ability to measure the achievements by “social status and gender” (as in the CS M&E framework) is not yet entirely satisfactory; on the other hand it can be questioned whether the collection of information at such disaggregated levels is the priority task of one project.

As regards **unintended results**:

- The REILA project used 3-4 years in the beginning of implementation to develop methodologies, procedures and manuals, as well as for intensive training and capacity building for land administration at federal, regional and district levels. This work has resulted in new national procedures and manuals that have been adopted not only by the GoE but also by several other related donor-supported projects. REILA is frequently mentioned in interventions as an “eye opener” for cost-efficient and transparent land administration system development.
- Similarly, AgroBIG has been innovating and developing agriculture value chain support systems in Amhara which are highly valued by the regional administration (based on interviews). In addition, a major USD 700 million World Bank project, the Ethiopia Nile Irrigation and Drainage Project (ENIDP), is adopting AgroBIG’s fund system and manual.

b) **Water and sanitation**

The direct results of the water programme have been very satisfactory. For example, the Annual Reports for 2014 and 2015 report over 10,000 water points constructed using the CMP approach, serving over 1.3 million people. (MFA 2015a, MFA 2016a). A survey found 94 percent of Finland-supported water points were functional.

c) **Education**

The most recent phase of Finnish TA to support inclusive education has experienced some difficulties. It has supported a revision of the curriculum for teacher training in Special Needs Education/Inclusive Education, and has continued to support resource centres established under previous phases of the project. The project experienced difficulties in the relationship between the Ministry of Education and the TA team, but is now proceeding more smoothly under a new lead advisor. Support to inclusive education programmes in Oromia, Southern Region and Addis Ababa has proceeded more smoothly and is highly valued by the agencies supported. Moreover, the education bureaus for Amhara and

Benishangul Gumuz expressed great regret that the present phase of the programme has not continued in their regions. This takes place in a context where all regions have adopted extremely ambitious targets for the construction of resource centres and increased enrolment of children with special needs. It is unlikely that the targets can be reached as rapidly as government intends, but there is clearly a great demand for technical support at regional level.

The larger education intervention is GEQIP II. Finland provides about 5 per cent of the funding of a World Bank-led, multi-donor general education quality improvement programme which is nation-wide in scope. The ultimate test of its effectiveness will be whether it leads to enhanced learning in the long term (the subject of learning assessments at intervals). However, ongoing joint assessments (most recently World Bank 2015b) are positive. Successive phases of GEQIP have supported a massive increase in text-book availability, rolled out school-level grants, strengthened pre-service teacher training, and also delivered training to school supervisors and directors to strengthen education management and planning at all levels. It has supported the introduction of national learning assessments and support to alternative basic education centres that serve mainly pastoral communities.

Finland has played an active role in education sector/GEQIP coordination forums and has co-chaired the Inclusive Education Task Force which brings MOE, bilateral donors and NGOs to the same table to share information and discuss issues of SNE. Finnish advocacy led to the recent introduction of an inclusive education-focused element in the school grants programme, and GEQIP has, inter alia, supported the production and distribution of braille text books.

5.2.2 Contribution to the CS objectives

Based on a review of annual reports against the CS, as well as a wider review of documents and data together with interviews, the evaluation team (ET) offers the following sector-wide assessment of contribution to the Finnish specific objectives.

Development Result and Objectives	Contribution
<p>1 Accelerated and sustained agricultural growth and rural development secured</p> <p>A) Contribute to poverty reduction at small-holder farmer level through support to agriculture based economic growth</p> <p>→ Establishment of efficient and profitable value chains of selected crops and/or products, which benefit the involved stakeholders along the chain (farmers, processing industries, traders and buyers).</p> <p>B) <i>Improved rural land tenure security</i> and sustainable management of natural resource in order to improve livelihoods and economic wellbeing of the rural population</p> <p>→ Improvement of rural land tenure security through strengthening the land administration system in Ethiopia.</p>	<p>Agriculture</p> <ul style="list-style-type: none"> AgroBIG experienced a slow start-up phase, but this has been linked to efforts to ensure ownership, as well as to establish robust systems for its various loan windows. Its long-term effectiveness remains to be demonstrated (as is to be expected at this stage in the development of an innovative project). <p>Rural land tenure and security</p> <ul style="list-style-type: none"> REILA has so far fallen well short of its original land registration targets. However, the initial requirements for design and system establishment were clearly underestimated, and were increased by the need to use aerial rather than satellite imagery for Amhara region. But the project has developed a low-cost methodology for secondary registration that is being emulated by other projects which are operating on a much larger scale. The indirect influence of the project has thus been very substantial, and the foundation has been laid for more rapid progress by REILA itself.
<p>2 Infrastructure services expanded and the foundation for long-term sustained growth and development strengthened</p> <p>A) Improved access to potable water and improved sanitation and hygiene services in rural Ethiopia</p> <p>→ Expedient water point and latrine construction process and their improved sustainability through the CMP approach.</p>	<p>Water and Sanitation</p> <ul style="list-style-type: none"> Finland's contribution to WASH over many years is also widely applauded. Its CMP approach has been acknowledged, and its effectiveness is demonstrated indirectly by the willingness of regional governments to provide from their own resources the investment financing to accompany Finnish TA and capacity building, as well as directly by its record of delivery.
<p>3 MDGs in the social sectors achieved</p> <p>A) Improved quality of general education</p> <p>→ Improved teaching and learning conditions in general education;</p> <p>→ Strengthened institutions at different levels of the education management.</p> <p>B) Addressing inequalities improved, especially with regard to children with special educational needs</p> <p>→ Improved access and learning <i>support for</i> children with special educational needs.</p>	<p>Education</p> <ul style="list-style-type: none"> Although the present phase of TA to support inclusive education has experienced some difficulties, this remains an area where Finland has made a unique contribution over many years. It has contributed to a marked shift in social attitudes to the education of those with special needs. Although there is still far to go before an adequate proportion of those with special needs are provided with an appropriate education, the topic is now firmly on the GoE agenda, and very ambitious targets have been adopted. GEQIP (which accounts for the bulk of Finnish funding) is consistently rated as satisfactory by the joint monitoring reviews, and Finland has been able to use its participation to advocate successfully for more attention (and a specific grant) for inclusive education within GEQIP.

The new Country Strategy did not significantly change the composition of the country programme, but it did strengthen its orientation towards results.

In addition, the FLC portfolio needs to be considered in wider terms than the results of the specific projects it funds. Inevitably these are too small to make a discernible impact at national level, although the FLC monitoring systems ensure that they are carried out as planned. There are a number of “external” benefits: the close involvement of Embassy professional staff, up to the level of the Ambassador, gives them a grounding in Ethiopian reality that informs all of their work. Funding of indigenous NGOs helps to reserve space for civil society, and the FLC almost certainly has a disproportionate effect in generating goodwill towards Finland.

5.2.3 Assessing the role of policy influence

Influencing is often characterised in terms of “policy influence” with a focus on high-level dialogue that modifies national policies or behaviour. In practice this is one possible dimension of influence; the evaluation team also assessed the ability of Finland to contribute to its objectives in the following ways.

- **Interventions may serve as prototypes** that influence the design of subsequent or parallel interventions. REILA’s pioneering work on approaches to land registration is a clear example, and the development of the CMP approach to water supply is another.
- Influence may be gained by **participating in joint projects and sector forums**. Finland’s successful advocacy for an inclusive education component within decentralised school grants is a good example of where it succeeded in influencing the support of much larger donors.
- There may be long-term effects through **changing attitudes**. There has been a generation of Finnish influence on attitudes to inclusive education, with many practitioners in the field having been influenced by Finnish training.

5.2.4 Influence of the CSM on effectiveness

As noted in the TOR, one of the goals of adopting the current Country Strategy Modality in 2012 was to increase the effectiveness and impact of Finland’s development policy and cooperation at the country level. In principle, the adoption of the CSM could influence the effectiveness of the CS portfolio in two main ways: (a) by leading to the selection of interventions that are inherently more effective (“doing the right things”), and (b) by leading to better design, monitoring and management of the interventions selected (“doing things right”).

In Ethiopia’s case, the adoption of the CS did not lead to a significant change in the composition of the country programme. However, it did lead to an increased results-orientation in the way that the programme was rationalised (the specification of intended results in the CS document) and the subsequent reporting of performance (linked to the results monitoring framework - Table 12 in Annex 6). This has led to some strengthening of the programme in ways that are likely to increase future effectiveness; in particular, the CS prompted a strengthened results focus in areas (REILA, AgroBIG) which had been weaker. In the ET’s judgment this is likely to lead to more effective management and more satisfactory results in future.

5.3 Impact

This section's discussion is based on this evaluation's definition of impact (Table 5 in Annex 3) as: *"Positive and negative, primary and secondary long-term effects produced by the CS or likely to be produced, directly or indirectly, intended or unintended"*. It considers the possible contribution of the Finnish CS portfolio at the objective and development result level of the TOC. Since impact concerns long-term effects, the impact of a country strategy introduced in 2012 must be speculative; moreover, there are issues with assessing a small donor's contribution to large-scale results. However, it is possible to take into account the track record of long-standing interventions and the plausibility of the impact pathways assumed. As with effectiveness, it is more practical to consider impact of component interventions than of the CS portfolio as a whole.

5.3.1 Impact of the CS portfolio

Expected impact pathways at intervention level

The CS aligns Finland's education support towards the country development result "MDGs in the social sectors achieved". Both the direct support to inclusive education (seeking to improve access and learning support for children with special educational needs) and GEQIP are obviously oriented toward supporting MDGs: i.e. if the programmes Finland supports are successful, they will make a contribution towards MDG achievement.¹² It would be more logical to link education-specific interventions to a more education-specific national result, but the impact pathway is plausible even though expressed in very general terms.

The CS aligns Finland's water sector interventions with the country development result "infrastructure services expanded and the foundation for long-term sustained growth and development strengthened". Again, it is clear that successful implementation of the Finnish interventions will strengthen "infrastructure services", but more direct benefits might be considered to be in improved health as well as a direct poverty reduction effect (the direct benefit of safe water plus secondary effects through time saved and so forth). Whichever "result" (health, infrastructure etc.) is assigned, the benefits of adequate and safe water and sanitation are well established, and it can therefore be safely assumed that if the interventions are successfully implemented they will make a contribution, although there are so many parallel factors involved that the contribution could never be precisely measured.

The rural economic development (RED) interventions are less straightforward. They are linked to the national result "accelerated and sustained agricultural growth and rural development secured".

¹² Of course Finland's contribution is on a small scale, so Ethiopia's achievement of MDGs will not demonstrate that the Finnish interventions have been successful.

The evaluation's overall assessment of efficiency is positive.

- AgroBIG's value-chain approach is plausible (it is directly oriented towards promoting agricultural growth) but it will need to demonstrate effectiveness and possible impact in practice (bearing in mind that projects to support innovations should expect a proportion of failures). And, as noted under effectiveness, it is not legitimate to take overall growth in agricultural incomes in the region as an indicator of the project's own success.
- As regards REILA, the link from land certification to agricultural growth and rural development assumes that certification will give farmers more confidence in their rights to land and so increase their willingness to make long-term investments that will in turn promote growth. This is plausible, but it is not self-evident that land registration is sufficient to achieve such an effect. There are areas in Amhara where secondary registration was undertaken some years ago, so it would be valuable to research whether the desired effects have in fact materialised.

5.3.2 Influence of the CSM on impact

Any influence of the CSM on the impact of the Ethiopia CS portfolio will play out over a much longer time horizon than the present evaluation period, so the present assessment is unavoidably tentative and qualitative.

The evaluation's assessment is that the CS approach has led to somewhat more attention to the long-term impact of Finnish aid. This is positive in terms of requiring staff to spell out paths to impact, but potentially negative if, in practice, it leads to an undue focus on short-term results. Long-term perspectives and continuity have been strengths of the Ethiopia programme and it is important not to undermine this.

5.4 Efficiency

This evaluation is using a broad definition of efficiency as "A measure of how economically resources/inputs (funds, expertise, etc.) are converted to results" (Table 5 in Annex 3). Efficiency analysis is directly related to the assessment of overall value for money. Efficiency has both an allocative dimension (directing resources where they can add most value) and an operational dimension (using resources well during implementation). Inefficiency in project implementation often reflects failure to anticipate risks.

5.4.1 Efficiency of the CS portfolio

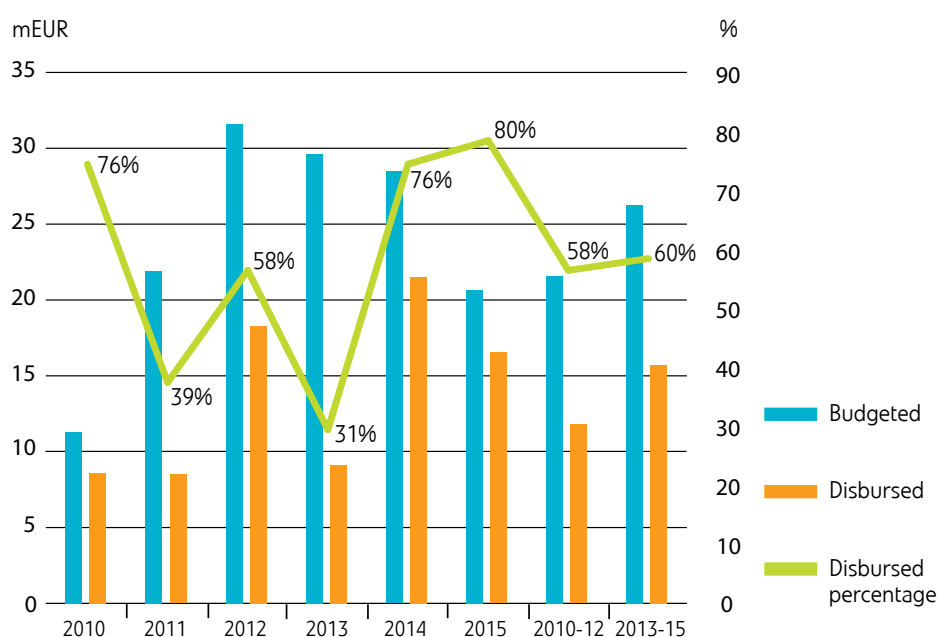
The evaluation's overall assessment of efficiency is positive. A number of the CS portfolio's features are conducive to efficiency:

- The programme is quite compact and unfragmented, and in most sectors has had the opportunity to learn from experience, build up knowledge of the context and develop working relationships with government and other partners.
- The Embassy's development work does not appear overstaffed, and the contribution of long-serving Ethiopian development professionals should also be conducive to efficiency.

- There is strong attention to aid effectiveness principles (harmonisation with other aid agencies, and use of government systems where practical).
- It has a limited geographical footprint: the focus of many of its activities in Amhara and Benishangul Gumuz regions limits the demands for institutional relationships at sub-federal level and allows operational experience in particular contexts to accumulate (a point that is also relevant to the discussion of coherence below).
- In several significant cases Finnish interventions have leveraged the deployment of substantial complementary resources (e.g. the provision by GoE of investment funding to complement COWASH TA, and GoE's intention to pursue a nation-wide scale-up of inclusive education). In others, interventions have added value by developing innovations that have been emulated by other projects or in government's own activities (for example low-cost approaches to land registration and rural water supply).

On the other hand, there have been shortfalls in disbursement compared with budget that might be prima facie evidence of operational inefficiency. The annual disbursement rates for Ethiopia are shown in Figure 7 below. Although one might expect higher disbursement rates for a stable and mature country programme, the overall figures are affected by the slower than planned start-ups for REILA and AgroBIG. These reflect a failure to anticipate the risk of delays at the design phase, and an under-estimation of the work involved in establishing the necessary systems and procedures for full implementation. In both cases, more especially for REILA, there is evidence that careful initial planning has paid dividends in developing systems that are consistent with efficiency (implementation at lower unit costs) in the long run.

Figure 7 Budgeted and disbursed bilateral support 2010–2015



Source: MFA 2016. Pre-2010 data are not available in the same format.

The FLC also spent less money than was available (see section 4.3.5 above). However, this should not be seen as inefficiency in disbursement, but a balancing of expenditures to match the available planning, selection and supervision capacity of the Embassy.

5.4.2 Contribution of the CSM to efficiency

In practice, the CSM did not increase allocative efficiency in Ethiopia, because applying the CSM criteria vindicated the already existing allocative pattern. However, the stronger results-orientation noted in section 5.2.4 above may reasonably be expected to lead to increased operational efficiency in future.

5.5 Coherence, coordination and complementarity¹³

For the purposes of this evaluation (see Table 5 in Annex 3), coherence, coordination and complementarity are distinguished as follows:

- **Coherence** concerns the consistency of policy/programme elements of the CS with each other (do they complement each other in a positive, mutually reinforcing way?), as well as the consistency of the CS with non-development cooperation policies of Finland.
- **Coordination** concerns the complementarity, cooperation and division of labour of the CS in relation to other donors.
- **Complementarity** concerns the degree to which the CS complements and/or takes into consideration other instruments of Finnish development cooperation that are not incorporated into the strategy.

5.5.1 Coherence, coordination and complementarity of the CS portfolio

Coherence

The evaluation assessed the coherence (consistency/mutual reinforcement of elements of the CS) as strong. It is a central feature of the CS portfolio, especially within sectors (for example the links between promotion of inclusive education and engagement in GEQIP, the links between COWASH and the One-WASH sector programme). Coherence across sectors is supported by the FLC, and by a degree of geographical concentration (both RED and WASH primarily focused on the same two regions).

The evaluation team found a tendency for stakeholders to discuss coherence narrowly in terms of direct connections between different Finnish projects (e.g. operational interconnections between REILA and AgroBIG, or amongst all types of intervention in the same region, e.g. education, WASH, RED in Benishangul Gumuz). It is not self-evident that such interconnections are necessarily desirable. There is a danger of making Finnish interventions more complex

¹³ From 2000–2008 evaluation: "Overall, Finland's development cooperation with Ethiopia is relatively coherent and focused. Additional synergies could be achieved through better integration of the bilateral education sector intervention into the sector-wide programme and by giving the Embassy a role in advising on and monitoring of humanitarian assistance." (MFA 2010)

- in the direction of integrated rural development programmes - and it is not obvious why operational links between Finnish projects should be more important than coordination with other interventions in the same sector (see discussion of coordination, below). In the ET's judgement the benefits of coherence mainly arose (a) from links between interventions within a sector - especially the links between direct interventions and participation in sector programmes (most notably in education and WASH), and (b) in sharing knowledge (including institutional contacts) across sectors. Thus contextual learning through the experience of the FLC is relevant to all sectors, and cross-learning is enhanced by similar geographical focus (e.g. in building up local knowledge and institutional contacts in the regions Finland focuses on). Embassy staff, and the Embassy's development specialists in particular, play a key role in taking advantage of such links.

As regards the coherence of the CS with non-development cooperation policies of Finland, this was not directly addressed in the CS document, and the evaluation team found no evidence that such external coherence was systematically considered in the preparation or implementation of the CS.

Coordination of the CS portfolio

Coordination (with other donors) is also a strong feature across the CS portfolio. In Ethiopia, such coordination is facilitated by the high degree of country ownership and leadership on sector development strategies and programmes, so that there is a well-established framework within which sector-level coordination takes place. (However, this framework is stronger for education and WASH than it is for rural development - see the discussion in section 5.9 below.)

Finland's good reputation for coordination was confirmed by other donors (as well as government stakeholders). Finland is regarded as an active participant in DAG and EU coordination structures, though as a small donor it has to focus on the bodies and topics that are more related to its sectors and subjects of interest. The quality of its coordination and its contribution to joint forums is reinforced by the fact that it has built up long and unrivalled country experience in rural WASH and inclusive education.

Complementarity of the CS portfolio

The CSM, and hence the CS document, is primarily focused on the bilateral instrument. In Ethiopia's case the FLC is considered an integral part of the CS (hence reflected also in the discussion of coherence above). Otherwise any complementarity across instruments has been more or less accidental (on ICI see Box 4 below). The one organic link that was noted is the practice of inviting FLC recipients and Finnish NGOs working in Ethiopia to an annual experience-sharing session, which is regarded (by the FLC recipients at least) as very useful.

Finnish humanitarian aid operates through channels that are almost completely separate from the management of development aid, and the involvement of the Embassy in humanitarian aid to Ethiopia is minimal. This was noted as an issue by the 2000-2008 evaluation. It is, if anything, a more serious issue now, because Ethiopia has improved its planning for emergencies in ways that bridge the categories of emergency and development aid. Moreover, Finland seems significantly less flexible than some similar bilaterals (see Box 5 below).

The programme benefited from links between interventions in a given sector, and from shared knowledge and institutional contacts across sectors.

Coordination with other donors is a strong feature.

For the most part, any complementarity between bilateral cooperation and other aid instruments was accidental.

Box 4 Use of the Institutional Cooperation Instrument (ICI) in Ethiopia

The Institutional Cooperation Instrument (ICI) was introduced in 2008. According to the original guidelines, it facilitates cooperation between Finnish government offices and institutions and similar institutions in developing countries. Cooperation should be based on responding to the needs of the public sector in developing countries with the know-how and expertise of the Finnish public sector. The objective should be capacity building and institutional strengthening. The use of ICI should be based on needs in the developing country and on an initiative from that country. It is seen as advantageous if ICI projects are complementary to and support other forms of development cooperation. The following partnerships have been approved in Ethiopia:

- Between Statistics Finland and the Central Statistical Agency of Ethiopia (with cooperation also from the National Institute of Health and Welfare on the Finnish side); this project was aimed at capacity building for poverty monitoring and analysis.
- Between the Geological Survey of Ethiopia and the Geological Survey of Finland. This geological project aims at strengthening GIS, remote sensing and information management systems at the geological survey of Ethiopia. This has led on to a current phase investigating opportunities for exploiting mineral resources (lime) to support the development of appropriate fertilisers and soil conditioners.
- Capacity building in dairy herd performance recording and genetic improvement to strengthen the Ethiopian dairy development, by the Natural Resources Institute Finland (Luke) and Ethiopia's National Artificial Insemination Center (NAIC).

The projects are all consistent with GTP1 and GTP2, but no intentional complementarity between the ICI projects and the CS is apparent. The latter two in theory could have positive links with AgroBIG, but according to review of documentation and interviews, there has not been any major attempt to develop such positive links. On the other hand, it is not obvious that such cooperation / links would have major positive impacts on these projects. This is an issue that could be assessed during the coming preparation of the next phase of AgroBIG.

Box 5 Complementarity between development aid and humanitarian aid

Disarticulation between humanitarian and development aid is recognised to be a frequent weakness in aid architecture. It is not unusual for humanitarian aid (which most often has an emergency character) to be handled by separate units drawing on separate budgetary resources.

The 2000–2008 evaluation (MFA 2010) commented as follows (emphasis added):

- **Humanitarian assistance.** Assistance has been relevant, speedy and flexible, and it has been channelled to effective implementing agencies. It is difficult to discern the strategy behind the selection of implementing agencies from year to year. **The administrative separation from the rest of Finland's development cooperation limits the use of country knowledge for decision-making and opportunities for monitoring.**

- Overall, Finland's development cooperation with Ethiopia is relatively coherent and focused. Additional synergies could be achieved through better integration of the bilateral education sector intervention into the sector-wide programme and **by giving the Embassy a role in advising on and monitoring of humanitarian assistance.**
- **Finland should consider giving the Embassy a stronger role in advising on funding channels for humanitarian assistance, as well as in monitoring this assistance. This would make better use of the Embassy's country knowledge and presence, as well as strengthening linkages between relief and development interventions.**

It appears that the situation has not significantly changed, but these recommendations remain highly relevant in Ethiopia both because of recurring emergencies (including an ongoing drought], and because Ethiopia has made progress in bridging emergency and development approaches. This is manifested in the Productive Safety Nets Programme for social protection, and in concerted efforts to get donors to consider adaptations to ongoing development programmes (e.g. in the water sector) that would help to mitigate the drought.

Two other bilateral agencies consulted for this evaluation appear to have more joined-up approaches than Finland:

- The Irish Aid country office has been able to take an initiative to reallocate some funds within the country programme to address the drought (as well as leveraging Ireland's involvement in PSNP which straddles development and relief).
- Switzerland's planning of developmental and humanitarian assistance is integrated at the level of an overall plan for support to the Horn of Africa region.

5.5.2 Influence of the CSM on coherence, coordination and complementarity

The evaluation found little evidence of a significant CSM effect on the coherence of the CS portfolio:

- As noted above, coherence between elements of the CS portfolio (especially the links between direct interventions and opportunities for wider influence within each sector) was already a strong feature of the CS portfolio and has remained so.
- There is also little sign of a CSM effect on coherence with other Finnish policies (e.g. trade); it was clear, e.g. from interviews, that such links are on the Embassy's agenda, and they are reflected, for example in the effort (futile so far) to introduce a Finnish business link within FLC. But the CSM per se did not appear to have made a difference to this aspect of coherence.

Similarly, systematic coordination with other donors has been a strong design feature of the CS portfolio for many years and cannot be attributed to the CSM.

As regards complementarity, the FLC is the only additional instrument systematically integrated within the CS portfolio, and this pre-dated the CS. The CSM has not promoted synergies with any of the other instruments available to

The evaluation found little evidence that the Country Strategy Modality had strengthened coherence, coordination or complementarity.

Long-term sustainability may depend on further integration with government systems.

MFA. The ET encountered a widespread view that the CSM should at least be a more comprehensive overview of Finland's development relationship with Ethiopia (describing the other instruments even if it does not programme them). There is a potential to highlight relevant strategic issues through the preparation process while promoting communication between the principals responsible for different instruments. The resulting, more comprehensive, CS could at least be a better communication tool (a) to strengthen Finland's reputation and profile within Ethiopia, and (maybe more important?) (b) to make a case for aid with Finnish constituencies. Overall the CS focus on bilateral instruments only seems a missed opportunity for more explicitly considering how different instruments could come together.

5.6 Sustainability

The sustainability criterion concerns the continuation of benefits from an intervention after its completion, and the resilience of such benefits to risk (see Table 5 in Annex 3).

5.6.1 Sustainability of the CS portfolio

Overall strong country ownership supports sustainability, but further integration with government systems may be required (e.g. mainstreaming of inclusive education, integration of community management approach for rural water). Institutional sustainability is not yet assured for REILA and AgroBIG.

Sustainability at intervention level

Most Finnish interventions are designed with sustainability in mind. Thus the CMP approach to water development successfully engages communities in taking responsibility from the outset, while there are continuing efforts to embed this approach within the overall OneWASH system. In education, GEQIP works through the national education system. Sustainability of support to inclusive education is more challenging because needs are so large relative to available resources and there are doubts whether government's ambitious objectives are achievable; nevertheless Finland has played a significant role in securing positive long-term shifts in attitudes, policies and approaches. The current RED interventions, REILA and AgroBIG, are much younger; both are working closely with government and seeking to develop sustainable government approaches but are still dependent on external TA.

5.6.2 Influence of the CSM on sustainability

It is too soon to confirm an effect of the CSM on sustainability in practice. In principle, the results orientation of the CS should reinforce attention to sustainability. The CSM could also have a positive effect on sustainability if, by better communicating aid performance, it strengthens support for Finnish ODA to Ethiopia. Again it is not possible to confirm such an effect at this point, although the 2016 Development Policy (MFA 2016b) reflects strong support for the Ethiopia programme (as noted in section 5.1 above).

5.7 HRBA and CCOs across evaluation criteria

5.7.1 Contribution of the CS portfolio to HRBA and other cross-cutting objectives

Finland's 2012 Development Policy Programme (MFA 2012a) reinforced a strong emphasis on Human Rights-Based Approaches (HRBA), while gender, climate change and equality were maintained as mandatory cross-cutting objectives (Box 3 above).

HRBA

The evaluation assessed the HRBA contribution of the CS portfolio against the three dimensions of the approach as set out in the 2015 guidance (MFA 2015d): whether interventions (i) advanced the realisation of human rights as a development result; (ii) supported inclusive, participatory and non-discriminatory development processes, which are transparent and enhance accountability; and (iii) strengthened the capacities of rights holders and duty bearers and other responsible actors to realise rights.

The definition of HRBA (see Annex 3, Table 6) makes it clear that HRBA concerns all human rights, not just political ones, and should contribute to the capacities of duty-bearers to meet their obligations and of rights-holders to claim their rights. Many of Ethiopia's development partners, including Finland, are critical of Ethiopia's record on democratic rights, but base their development programmes on a recognition of the government's genuine commitment to economic and social advancement and poverty reduction. Finland's 2012 DPP states that "Extreme poverty is the world's greatest single human rights issue" (MFA 2012a, p7). The Finnish programme is suffused with attention to economic and social rights, both in increasing the capacity of duty-bearers to meet obligations and in helping rights-holders to claim their rights (this is characteristic of support to inclusive education, WASH, and land registration). Support to local CSOs through the FLC helps to keep open space for CSO activity, and, jointly with other donors, Finland maintains a dialogue on political rights. Thus, although the issues of political rights and space for civil society advocacy are vexed, Finland manages to pursue a rights-based approach in a practical and principled way.

Gender, equality and climate change

The programme also responds to Finland's cross-cutting objectives concerning gender, equality and climate change. Equality clearly underpins work on water, land and inclusive education. GEQIP includes targets for greater gender equality in education and there is emphasis on women's involvement in water management and on the registration of women's interests in land. The water sector approaches in which Finland participates are paying increased attention to resilience against climate change. Among interviewees, several considered that attention to gender equality could be deeper, with more attention to underlying gender dynamics, but overall the CS portfolio reflects appropriate attention to the cross-cutting objectives.

In a difficult context, Finland manages to pursue a rights-based approach in a practical and principled way.

5.7.2 Contribution of the CSM to HRBA and other cross-cutting objectives

The second edition of the CS document, as noted in Chapter 4 above, added a sentence emphasising the HRBA. Compared to the CEP, the CS contains a much fuller review of human rights issues and a careful explanation of the stance adopted by Finland and other EU donors. It notes that “the implementation of human rights instruments and the protection of human rights remain serious challenges” and that “the European Union and its member countries are concerned about political and civil rights in Ethiopia”. At the same time it provides a full explanation of how the HRBA will be reflected in the CS portfolio – see Box 6 below. This emphasises the link between dialogue and the scope for influencing the achievement of rights through the planning and implementation of Finland-supported programmes.

Thus, although the CSM did not significantly alter Finland’s approach in Ethiopia (since the HRBA approach already underpinned the programme), it provided a more explicit commitment to HRBA and a clearer explanation of its reflection in the CS portfolio.

However, in practice the CSM did not result in a deepening of the CS portfolio’s contribution to the other CCOs – gender, equality and climate change. The CS document describes the attention to women’s’ participation in all programmes, and their influence on the reduction of inequality (with special mention for the role of support to special educational needs in this regard), but, apart from the gender disaggregation of education indicators, the indicators in the results framework (Table 12 in Annex 6) do not relate specifically to these CCOs.

Box 6 Articulation of the HRBA in the Ethiopia Country Strategy 2014–2017

Ethiopia’s strategic importance in the region and its good record in achieving development results justify continued assistance from the donor community, including from Finland. By being present in Ethiopia as an EU member country and as part of the donor community Finland can participate in political dialogue on issues in which there has been less progress, such as democratic governance and political and civil rights. Political dialogue with the donor community is important and has influence, but change requires time and patience. Furthermore, through participation in the local aid management structures, Finland can seek to exercise influence on how the development agenda is put into practice.

The interventions Finland supports will help Ethiopia translate its development strategy into concrete actions. At the same time, Finland actively supports human rights based approach. The issues to be supported and pursued through the policy dialogue include equality in service provision and citizens’ participation in the development processes affecting them. Finland concentrates on three sectors in Ethiopia: education, water and rural economic development. The objectives contribute to Ethiopia’s country development goals as follows:

- poverty reduction at small-holder farmer level through support to agriculture-based economic growth;
- improved rural land tenure security and sustainable management of natural resource in order to improve livelihoods and economic wellbeing of the rural population;

- improved access to potable water and improved sanitation and hygiene services in rural Ethiopia;
- improved quality of general education;
- reduced inequalities especially with regard to children with special educational needs.

Source: MFA 2014a

5.8 Assessment of the validity of the TOC based on the evaluation findings

Table 3 below summarises the evaluation's findings against each of the assumptions highlighted in the theory of change (Figure 6 above).

Table 3 Assessment of the CS portfolio against the TOC

Assumption	Finding
1: Ethiopia remains a viable development partner (government to government collaboration remains politically and practically viable).	This is an acknowledged risk, addressed in the risk section of the CS, ¹⁴ but the decision to continue government-to-government work has been vindicated so far. ¹⁵ (Finland somewhat limits this risk by avoiding budget support and working in clearly defined sectors.)
2: Finland has sufficient resources (enough people with the right dialogue skills and institutional memory) to participate effectively in dialogue.	Finland has been successful in focusing on, and reinforcing, comparative advantages in SNE/IE and rural water. There is less depth in RED (but Finland is approaching both its interventions with the expectation of a long-term engagement, and has been pragmatic in drawing on expertise built up through other donors' programmes – e.g. the Swedish experience of agriculture and land registration in Amhara). The assumption of sufficient resources depends on not spreading the programme too thin – cf. assumptions 4 and 5 below.
3: Direct interventions are relevant and adequately resourced.	Relevance, yes for all main interventions (see section 5.1 above). They are all small compared with total resources in their sector, so wider effectiveness depends on piloting approaches and influencing policy and programme design across the sector. Education, water and land interventions can all point to successful influence on policy or on wider sector approaches. If more funds were available, it would be better to strengthen existing areas of focus rather than add new ones.

¹⁴ Inter alia the CS notes: "It is indispensable to participate in political level dialogues assessing the application of policies, laws and restrictive proclamations, so that we can help citizens and CBOs better participate in the development process."

¹⁵ cf. 2000-2008 evaluation: "Over the evaluation period, Finland has been explicit in its criticisms of the Government of Ethiopia in its bilateral dialogues and been firm in refusing the idea of direct budget support, yet has remained a stable and predictable development partner for Ethiopia, with steady expansions in its number of interventions and overall budgets. This appears to be a commendable way of handling such a complex situation." (p71)

Assumption	Finding
4: There are two-way synergies between direct interventions and participation in policy dialogue and sector coordination.	This assumption is strongly supported, especially for education and WASH sectors. Participation in national coordination has also been a key feature for REILA but less so for AgroBIG (see the discussion of the variation across sectors in section 5.9 below).
5: The dialogue and sector coordination forums in which Finland participates are themselves relevant and effective.	Yes – though the architecture for this is stronger in education and WASH sectors (again see section 5.9 below).
6: Required complementary inputs (whether from government, communities, or other partners) are sufficient for Finnish interventions to be effective.	Generally yes (but this does not mean that resources are adequate in any of Finland's sectors of intervention). Community participation, the crowding in of investment finance by COWASH, and the willingness of government agencies to collaborate are an indication of the value various stakeholders attach to the interventions.
7: Finnish interventions are effective enough and focused enough to make a tangible contribution to intended development results.	Yes for education, WASH and REILA but too early to say for AgroBIG (see section 5.2 above).
8: Plausible causal links (contributions) from specific Finnish objectives to country development results.	Yes (but it might make sense to link to less high-level country development results) cf. the discussion of Impact pathways in section 5.3 above).
9: Plausible links from country development results to country development goal.	Yes, the links are plausible.
10: Information flows and learning allow the strategy and its components to be improved and adjusted if other assumptions falter.	There are positive signs on this (e.g. in post CS fine-tuning of indicators – see Annex 6 – and the commissioning of the present evaluation. It remains to be seen whether review and updating of future CSs will become a driver of the learning process.

5.9 Country-specific questions

This section provides the evaluation team's response to the Ethiopia-specific questions incorporated in the TOR.

(a) Assess the strategic value of

- *the sector approach for Rural Economic Development and Water.*
- *SNE programme and possible mainstreaming to GEQIP II.*

The quality of sector programmes and forums varies from sector to sector, largely reflecting the underlying characteristics of the sectors. Education and water, being largely focused on the provision of public services, lend themselves more easily to sector programmes.

“Rural Economic Development” is a less cohesive sector. Thus:

- REILA and AgroBIG are essentially separate interventions.
- For land registration, there is an effective structure for coordination of government and development partner activities, and Finland is rightly engaged with this.

- There is much less of an overall sector coordination structure for agriculture than for water or education. AgroBIG is a regional project which has rightly focused mainly on ensuring coordination with various government agencies at regional level. For AgroBIG the primary challenge is to achieve effective coordination across the range of regional departments and agencies involved in promoting agriculture value chains.

The sector approach for water and sanitation in Ethiopia has been highly appropriate, and it continues to be the right focus for the Finnish programme in this sector.

The SNE/IE programme, despite some operational difficulties experienced by the present phase, remains an important complement to Finland's support of the joint sector education quality improvement programme. It would be premature to abandon a separate SNE technical support programme; GEQIP cannot be expected to fully absorb this role. Realisation of GoE's ambitious goals for inclusive education is a long-term agenda in which technical support, especially at Regional level, can play an important role, and Finland has a clear comparative advantage in providing such support. GEQIP, on the other hand is much more directly focused on achieving quality in basic education than on ensuring access for those with special needs, and Finland can continue to play a useful role in advocacy for inclusive education within GEQIP.

(b) The evaluation should make justified recommendations on

- *how to extend strategic support to new sectors in the future, as needs of Ethiopia is changing following the economic growth and increasing domestic revenue?*
- *how technical cooperation between institutions (for instance ICI) could be formalized as part of Country cooperation framework?*

As regards extending to new sectors it appears that support in the existing sectors will continue to be relevant for the foreseeable future. In some cases (notably water) Finnish interventions are already leveraging substantial local resources.

Although growing very rapidly, and becoming proportionally less dependent on ODA, Ethiopia remains a very poor country where support to basic services and poverty reduction continues to be appropriate. The nature of such support will continue to change as domestic resources increase (e.g. in water Finland is already leveraging substantial domestic revenues, and GoE has adopted ambitious inclusive education targets for which Finland mainly provides technical support). Accordingly, introducing additional sectors in the bilateral portfolio is not justified at this stage, and Finland should use other available instruments to support trade and investment.

The ICI modality relies on potential institutional partners to put forward proposals for collaboration. While such relationships cannot be forced, it would be helpful to include them within the scope of the CS document and subsequent reporting (in line with the general findings on complementarity above). Giving more visibility to such relationships might encourage new ones and better exploitation of synergies with existing ones.

6 CSM EVALUATION FINDINGS

The previous chapter has systematically considered what difference the CS process has made to the relevance, effectiveness, efficiency etc. of the CS portfolio in Ethiopia. The present chapter assesses the CSM as it has operated in Ethiopia in terms of its relevance, effectiveness, efficiency and sustainability.

6.1 Relevance

Informants agree that the CSM is relevant as a planning, monitoring and reporting tool. It fills a significant and long-standing gap (cf. Box 2 above for the 2000-2008 evaluation's comments on the need for an explicit and results-oriented country strategy). However, two main factors have limited its relevance in practice:

- Its relevance is limited by lack of breadth. As noted in the discussion of complementarity (section 5.5.1 above), the present CS focuses narrowly on the bilateral instrument - it is not an overall strategy for Finnish aid to Ethiopia. Although a bilateral aid strategy is valuable in itself, it will become increasingly important to embrace complementary instruments as Ethiopia develops: in the long run the importance of the bilateral portfolio may be expected to decline relative to other instruments, and the CSM ought to be a mechanism for proactively managing that transition.
- It has been of limited relevance to GoE. Its relevance to GoE as an aid to managing the development partnership between Finland and Ethiopia is reduced by its present lack of breadth. More immediately, the relevance of the first CS cycle was substantially diminished by the lack of inclusiveness in its preparation. Limited consultation yielded tacit approval, but the CS is not in a meaningful sense owned by GoE, and nor, therefore, is it part of a framework for mutual accountability in the aid partnership.

6.2 Effectiveness of the CSM

Effectiveness of introducing the CSM

As noted in section 3.3.2 above, although the content of the CS portfolio was not significantly altered by the CS exercise, participants agree that it was a deeper process than preparation of the earlier CEP, with significant effects on subsequent management of the portfolio. It was primarily an internal MFA process mainly involving dialogue between the Embassy and the Africa department.

Thus the CSM process was internally useful, but, beyond MFA, not very inclusive. For GoE the periodic bilateral Memorandum of Understanding remains the main instrument governing the bilateral development relationship with

Finland, and the CS is of limited relevance to stakeholders in Finland's non-bilateral instruments. Some donor countries regard their country strategies (or equivalent published document) as a "contract" with their domestic constituency. The preparation process for the Ethiopia CS suggests a similar orientation, but the CS does not seem to have been publicised so as to perform that role more explicitly.

Effectiveness of the CSM

Effect on the CS portfolio: Effectiveness should be judged against the original expectations for the new modality. As noted in the TOR (Annex 1):

According to the MFA's first internal guideline on Country Strategies in 2012, the Country Strategy is a goal-oriented management tool for managing the Finnish development cooperation in a partner country. The strategy provides guidance for planning and implementing the cooperation as well as for reporting on the progress.

This implies that, at the planning stage, the CSM should help to increase the relevance and improve the allocative efficiency of the CS portfolio. In practice, the effects of the CSM so far have been limited. As noted in section 5.1 above the CSM has helped to strengthen the design of some components of the CS portfolio by strengthening their results focus. However, as noted in the previous chapter (section 5.4.2) it has (so far) made little difference to allocative efficiency. Because of the inertia associated with project life cycles, it would be difficult in any case to make a rapid change to the composition of the CS portfolio, but Ethiopia's existing portfolio was not unduly fragmented to begin with and was generally performing well already, so the effect of the CS process was to validate rather than to reform it.

Moreover, ongoing decisions on portfolio interventions are taken through the budget cycle rather than the CSM. As the CSM process is disconnected from the bi-annual budget discussions (once to submit for the following year and once to revise the current year), linkage between the two processes is weak, except insofar as the CS is used as a reference document during budget reviews.

Contribution to better targeting and monitoring of results: The CS provides a framework that is intended to help in monitoring the performance of the CS portfolio as a whole. Various indicators have been selected to assist in following performance against the selected country development results and against the specific Finnish objectives identified in the CS: the latest version of the ensuing results monitoring framework is reproduced as Table 12 in Annex 6.

There are inherent limits to what such a monitoring framework can achieve, and the limitations are magnified when the framework is used to link a large country's performance to a small donor's contribution across multiple sectors. Whatever indicators are selected at country result level, it will not be possible legitimately to assume that the trend of those indicators is a reliable verdict on CS performance. It is relevant to follow and to reflect on national performance, and what that may imply in the medium and long term about the relevance and effectiveness of the collective efforts of Ethiopia and its partners; but care is

The Country Strategy Modality was moderately effective in Ethiopia. It could be more effective if weaknesses in the selection and interpretation of indicators are addressed.

needed not to draw illegitimate conclusions about the performance of the Finnish programming itself.¹⁶

Learning and accountability: As Chapter 5 also notes, the CSM has had positive effects on reporting and implementation, particularly in strengthening the results focus and reporting on REILA and AgroBIG. The CSM in Ethiopia may therefore be judged moderately effective, with the potential to become significantly more effective over time, particularly if it addresses some of the weaknesses in the selection and interpretation of indicators.

6.3 Efficiency of the CSM

The preparation of the first CS naturally caused a spike in the demands on the country team. However, it does not seem to have been a disproportionately heavy process (although some participants report insufficient clarity in the guidance of the exercise). The associated reporting requirements are more of a modification of existing reporting responsibilities than an addition of new ones. Moreover there have been deliberate efforts to make use of existing indicators (especially at higher levels of the results chain) in preference to specifying new ones; this tends to limit the transaction costs for all concerned. Going forward, therefore, the predominant challenge is not to reduce the transaction costs of the process but to increase its relevance and effectiveness.

6.4 Sustainability of the CSM

Several of the findings concerning the CSM in Ethiopia imply the possibility of a more significant effect over a longer period of time than has so far elapsed since the CSM's introduction. However, the possibility of longer-term effects depends on the sustainability of the process. The CSM is not yet embedded in systems for planning and monitoring: it would require more planning cycles for this to occur. Also, in Ethiopia capacity for RBM is still limited. The challenge for MFA will be to learn from experience in order to ensure that the CSM becomes more deeply rooted.

¹⁶ The 2015 annual report (MFA 2016a) states: "In rural development, technical know-how and financial resources injected by AGRO-BIG programme have led to small holder farmers' poverty reduction through accelerated growth of agriculture based livelihoods in Amhara state Mecha and Fogera woredas." This is not a legitimate inference from the data reported.

7 CONCLUSIONS

Chapters 5 and 6 have presented findings against the specific questions contained in the evaluation matrix for this assignment, covering both the CS portfolio and the CSM. The present chapter synthesises the evaluation's overall conclusions.

Overview

1. In summary, **the Ethiopia CS portfolio has been strikingly successful** during the evaluation period. It scores well against most of the evaluation criteria, and its secondary effects (influences on sector policies and programme design) lead to the conclusion that, overall, **Finland has punched above its weight**. Finland's success in Ethiopia is explained by a continued long-term focus on areas where Finland has a comparative advantage, strong country ownership and intelligent use of country systems (see Box 7 below), and influence derived from linking of direct interventions to dialogue and coordination mechanisms, with coherence strongly supported by the role of development specialists at the Embassy.

Box 7 Aid effectiveness in the Ethiopia CS portfolio

Implementation of aid effectiveness principles was strongly supported in the 2012 DPP¹⁷ and Finland's engagement in Ethiopia is characterised by the aid-effective design of the CS portfolio. This is enabled by GoE's strong ownership and a well-established architecture for GoE/donor collaboration. Finland has made intelligent use of country systems, and has paid careful attention to ensuring national ownership for all its interventions. The aid-effectiveness approach to design accounts for much of the added value of the Finnish CS portfolio – it facilitates the influence and crowding-in effects already discussed. It also underpins sustainability, as discussed in section 5.6 above. At the same time it may involve compromises, such as the additional time it takes to build country ownership, and deferring to GoE preferences re value chains or land survey methods.

Overall, Finland has punched above its weight in Ethiopia.

¹⁷ "Finland's development policy and development cooperation adhere to internationally agreed principles and best practices that help to improve aid effectiveness, increase the coherence of different policy sectors, promote the openness and transparency of development policy and cooperation and emphasise the ownership and accountability of developing countries and their citizens on development and its objectives. These principles steer the selection of partners and focusing on areas and objectives where Finland can best support its partners to achieve sustainable development results." (MFA 2012a)

Relevance

2. Relevance (to the people's needs, national policies and priorities, and to other donors, as well as to Finnish priorities) has been supported - despite the limited stakeholder consultation on the CS - by continuity and by Ethiopia's strong tradition of asserting ownership and promoting donor alignment in pursuing its development objectives. Continuing relevance has been assured by focusing on a few sectors where there is clear Finnish comparative advantage. This comparative advantage has been reinforced by long-term engagements which have allowed Finland's country- and sector-specific expertise to be deepened.
3. Future relevance will depend on continuing to adjust intervention design to a changing context (see the summary of strategic issues in Box 8 below), and the CS can play a useful role in strengthening/maintaining the relevance of the CS portfolio.

Box 8 Some key strategic issues by sector

The evaluation noted a number of key issues to be addressed at sector level during the formulation of the next CS. The list is not exhaustive.

Education:

- Balance between supply side (resource centres, training teachers, making schools accessible, etc.) and demand side (encouraging the excluded to demand their right to education).
- Balance between federal and regional partners in supporting inclusive education.
- Balance between TA and participation in dialogue / sector programme.

WASH:

- Adapting to a changing context, with increased focus on urban water, increased attention to sanitation, more concern for climate resilience (which may require more technically sophisticated water supply schemes). Can COWASH adapt to different contexts, or should Finland seek a geographical focus on areas where existing approaches are most straightforward?

Rural Economic Development

- AgroBIG: opportunities for private sector sustainable business development within value chains? Ability to focus on the value chains that are economically most advantageous?
- REILA: The quest for capacity development and institutional sustainability. Can partners in land registration generate evidence that it does have the desired effects on farmer's investment and productivity?

Effectiveness

4. The ET's overall judgement of the CS portfolio's effectiveness is positive, based on the review of the main interventions in section 5.2 above. The long-standing interventions (in education and WASH) have a track record of effectiveness, while the newer interventions (in RED) have made a promising start.
5. However, the evaluation's review of effectiveness also highlights weakness in the results focus of the CS, since the impact indicators it includes are of limited value in short-term assessment of programming effectiveness, and it does not capture some key effects (such as interventions' wider influence on policy or sector programme design).
6. Adhering to aid effectiveness principles has paid dividends in making the CS portfolio more effective (and sustainable), despite some erosion in the donor community's appetite for joint approaches. By securing country ownership, and working with country systems and joint sector programmes, the portfolio can point to significant influence on policy and on programme designs in WASH, education and land sectors.

Impact

7. CS impact expectations are generally credible (but it would be useful to link results monitoring more directly to more specific country results).
8. Findings on both effectiveness and impact highlight the need for care in choosing and interpreting results indicators (so as not to overlook important results, including indirect results, while not drawing unwarranted project-level conclusions from sector-level data).

Efficiency

9. The evaluation concludes that the CS portfolio is generally efficient, based on the absence of conspicuous waste together with a number of portfolio features conducive to efficiency, namely: lack of fragmentation, continuity which promotes learning from experience, and limited geographical footprint.
10. Further evidence of Finland's influence, and ability to punch above its weight, comes from the leveraging of domestic resources (most notably in WASH), and influence on wider sector policies and programme design in WASH, education and land registration.
11. Efficiency (and overall effectiveness of the CS portfolio) depends on achieving an appropriate balance between finance, TA and management staff. The evaluation observes that the coordinating and supervisory role of the Embassy's development specialists is crucial in linking the different elements of the portfolio (including the link between project implementation and various opportunities for wider influence on national policies and programmes).
12. Efficiency could be enhanced by anticipating risks better. The assumptions underpinning the TOC could help to surface and manage programmatic risks more explicitly.

13. The CS approach provides, in principle, a more systematic focus on both allocative and operational efficiency, but care is needed to ensure that that short-term efficiency considerations do not trump the long-term view (i.e. that the strategy is genuinely strategic).

Coherence

14. In interviews, coherence was often put in terms of operational level links between interventions in different sectors. Coherence in this sense is not unambiguously desirable (it risks making Finnish interventions more complex - in the direction of integrated rural development programmes). In the ET's judgement the benefits of coherence mainly arise:
- from links between interventions within a sector - especially the links between direct interventions and participation in sector programmes (most notably in education and WASH); the Embassy's development specialists play a key role in taking advantage of such links.
 - in sharing knowledge across sectors: learning through the FLC is relevant to all sectors, and cross-learning is enhanced by similar geographical focus.

Coordination

15. The ET considers that, overall, the Finnish portfolio displays a good blend between independent and joint activities, benefiting from economies in shared knowledge and joint action, while maintaining a distinct Finnish value-added. This is reflected in the portfolio logic summarised in the Country Strategy (cf. Table 2 in Chapter 4 above), with its consistent emphasis on participation in sector forums.

Complementarity

16. There is purposeful complementarity between the FLC and the bilateral portfolio (both are within the remit of the Embassy / country team). Contact is maintained with Finnish NGOs active in Ethiopia and there is an annual experience-sharing event for them and FLC partners. The benefits of the FLC programme are much broader than the small projects it finances, both in maintaining support to the CSO sector in a difficult context, and in providing the Embassy team with broader insights than Finland's main sector interventions could provide.
17. Almost all donors find the humanitarian/development divide difficult to address, but some similar donors seem to have better approaches than Finland, and it should not be considered that the present disarticulation is incapable of improvement.
18. There has been little effort to ensure complementarity between the bilateral portfolio and Finland's other instruments; exploiting such complementarity would require purposive action at MFA level.

19. Lack of a CS effect on complementarity is a missed opportunity. The ET endorses the opinion of many interviewees that the scope of the CS should not be confined, in effect, only to those instruments that the Embassy/ Ethiopia team is responsible for programming.

Sustainability

20. Overall strong country ownership supports sustainability, but institutional sustainability is not yet assured for REILA and AgroBIG, and further integration with government systems may be required also in other sectors (e.g. mainstreaming of inclusive education, integration into government systems of community management approach for rural water).

Cross-cutting objectives

21. HRBA: Finland's CS portfolio is soundly based on collaborating with GoE and other stakeholders to advance economic and social rights, especially for poor and marginalised people. At the same time Finland continues dialogue with GoE on political rights, and participates with other donor partners in the joint monitoring of human rights in Ethiopia. The ET concurs that this continues to be an appropriate approach in Ethiopia.
22. The portfolio pays attention to all the CCOs, but there is scope for deeper analysis and stronger monitoring of gender dimensions.

Validity of the theory of change

23. The theory of change underlying the CS is valid. In particular, working with and through sector programmes and coordination forums is a productive approach in the Ethiopia context. The development specialists at the Embassy are pivotal in ensuring coherence between sector programmes and direct Finnish interventions and achieving the wider influence that Finland seeks in order to "punch above its weight".

Quality of the CSM process

24. The CSM has been a step in the right direction but with considerable scope for further improvement (as spelt out in section 8.2 below).

Country-specific Issues raised in the TOR

25. The quality of sector programmes and forums varies from sector to sector, largely reflecting the underlying characteristics of the sectors. Education and water, being largely focused on the provision of public services, lend themselves more easily to sector programmes. "Rural development" is much more heterogeneous, but there are strong coordination mechanisms for the advancement of land registration. For AgroBIG the primary challenge is to achieve effective coordination across the range of regional departments and agencies involved in promoting agriculture value chains.
26. It would be premature to abandon a separate SNE technical support programme; GEQIP cannot be expected to fully absorb this role.

Working through sector programmes and coordination forums is a productive approach in the Ethiopia context.

27. Although growing very rapidly, and becoming proportionally less dependent on ODA, Ethiopia remains a very poor country where support to basic services and poverty reduction continues to be appropriate. The nature of such support will continue to change as domestic resources increase (e.g. in water Finland is already leveraging substantial domestic revenues, and GoE has adopted ambitious inclusive education targets for which Finland mainly provides technical support). Introducing additional sectors in the bilateral portfolio is not justified at this stage, and Finland should use other available instruments to support trade and investment.

8 RECOMMENDATIONS

The evaluation's recommendations build on the conclusions explained in the previous chapter. They take account of the context of the 2016 DPP which anticipates an expansion of the Ethiopia CS portfolio (MFA 2016b).

8.1 Recommendations on future country strategy for Ethiopia

- R1 Persist with the existing sectors**, paying attention to strategic issues this evaluation has identified (Box 8 above), and continue to work towards the further integration of Finnish initiatives into government systems and joint sector approaches and to follow other aid effectiveness principles.
- R2 Continue the rights-based approach**, combining projects that focus on economic and social rights with wider dialogue and monitoring in regard to democratic rights, and continued support to the FLC to help maintain space for CSOs.
- R3 If more resources become available, use them to deepen engagement in the existing sectors**, and to adapt that engagement to a changing domestic resource situation.
- R4 Use other**, trade and investment related, instruments in parallel with the bilateral portfolio, not to substitute for it.
- R5 Explicitly consider the balance between finance, TA and the supervision provided by the Embassy and country team. Take particular care to maintain the capacity and professionalism of the development specialist roles.**
- R6 Continue to work within common donor frameworks**, including joint EU programming (but note that the latter can enhance coordination and provide access to shared knowledge, including relevant joint results monitoring, but it won't substitute for a separate CS that highlights accountability to Finland).
- R7 Support studies as to whether land certification in Ethiopia does indeed have the anticipated effects** on farmers' willingness to undertake long-term investments, and hence on their subsequent prosperity.

8.2 Recommendations concerning the CSM

The remaining recommendations concern the Country Strategy Modality, and are therefore beyond the remit of the Ethiopia country team in MFA. They should be viewed mainly as an input to the synthesis report of the CSM evaluation, which contains the evaluation's overall recommendations concerning the CSM.

- R8 Continue the CS approach and improve it by:**

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- a) **Strengthening the approach to results** (by more precise definition of intended results, and by a clearer distinction between the roles of outcome and impact monitoring at sector and national level, and output and outcome monitoring at intervention level).
 - b) **Making more explicit use of the theory of change** in preparing, and then monitoring the next iteration of the CS. (This can be especially useful in identifying and mitigating programmatic risks.)
 - c) **Incorporating other modalities more systematically:**
 - as a minimum, for information - include a description of operations in Ethiopia through non-bilateral modalities, so that the CS does a better job of explaining Finnish aid both to Ethiopian and to Finnish stakeholders;
 - preferably with a more organic link, so that those responsible for other instruments at least have to explain how the use of the instrument in Ethiopia supports and complements the country strategy. (A corollary is that they will need to be more involved in the consultation around the CS preparation).
 - d) **Strengthening gender analysis and monitoring.**

R9 Strengthen the preparation process by:

- a) making it **more consultative** with GoE and other stakeholders;
- b) revising the CS at **multi-year intervals** (not annually).

R10 Review the way MFA manages humanitarian aid vis-à-vis development aid, with a view to improving the consistency between the two. Consider other donors' experiences in this review.

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THE EVALUATION TEAM

The Ethiopia evaluation was conducted by a team of evaluators. Stephen Lister served as the Country Team Coordinator. Stephen is a founder member of Mokoro and technical lead on the company's extensive evaluation portfolio. He is an experienced evaluator and team leader with over 30 years' experience and in-depth knowledge of Ethiopia. His responsibilities included:

- Primary contact point with MFA and the Finnish Embassy in Addis Ababa
- Desk review of documentation and preparatory interviews with MFA Helsinki Advisors
- Coordinated and participated in evaluation mission to Ethiopia
- Thematic lead on the education sector and overarching aspects of the Country Strategy and Country Strategy Modality
- Responsibility for Country Evaluation Report
- Ensuring coherence and linkages between the Ethiopia Country Evaluation and the overarching CSM evaluation and the other Country Evaluations
- Member of Evaluation Management Team

Jyrki Salmi served as senior evaluator. Jyrki is a Managing Director of Indufor with a technical background in forestry. He has over 25 years' experience in international development cooperation as a technical expert, project manager and facilitator for a variety of clients. His responsibilities included:

- Desk review of relevant documents, interviews with MFA staff and other stakeholders in Helsinki
- Participated in evaluation mission to Ethiopia
- Thematic lead on rural economic development
- Drafting of inputs to the Country Evaluation Report

Gadissa Bultosa also served as a senior evaluator and national consultant. Gadissa has over 30 years' experience with expertise in social statistics, monitoring and evaluation and project design and implementation. His responsibilities included:

- Planning and coordination of the evaluation mission including interview scheduling
- Participated in evaluation mission in Ethiopia
- Thematic lead on water and sanitation
- Drafting of inputs to the Country Evaluation Report

Zoe Driscoll provided research support to the team. Zoe is an experienced researcher and, in her role as Research Officer at Mokoro, has experience supporting numerous country and global level evaluations. Her responsibilities included:

- Preparation of a country-specific team library
- Desk review of relevant documentation and preparation of country dossier
- Administration and logistics of field mission
- Participating in evaluation mission in Ethiopia
- Drafting of inputs to the country evaluation report

ANNEX 1: TERMS OF REFERENCE

Evaluation of Finland's development cooperation country strategies and country strategy modality

1 BACKGROUND TO THE EVALUATION

Over time, Finland has established long-term development cooperation partnerships with seven developing countries. These countries are Ethiopia, Kenya, Mozambique, Zambia, Tanzania, Nepal and Tanzania. Ministry for Foreign Affairs of Finland (MFA) has had a specific policy and implementation framework for planning and managing the development co-operation in these countries. These management frameworks have been called with different names over the times, but in practice, they have defined the Finnish country strategies in the long-term partner countries. The **Development Policy Programme 2007** introduced Country Engagement Plans (CEP) for each of the long term partner countries which were followed from 2008 until 2012. The current country strategy planning and management framework (hereafter Country Strategy Modality, CSM) was based on the **Development Policy Programme 2012** and implemented in partner countries from 2013 onwards. Currently, about half of the MFA's bilateral and regional development funding is channelled through the CSM. Now, the latest country strategies and the CSM will be evaluated in accordance with the annual development cooperation evaluation plan 2015, approved by the MFA.

Previously, the country strategies or programmes have been evaluated only on individual country basis. Countries evaluated within the last 5 years are Nicaragua, Nepal, Tanzania and Kenya. The other partner countries may have been evaluated earlier or covered only by policy evaluations or project evaluations.

All published evaluations: <http://formin.finland.fi/developmentpolicy/evaluations>

A synthesis of eight partner countries programmes was published in 2002. <http://formin.finland.fi/public/default.aspx?contentid=50666&nodeid=15454&contentlan=2&culture=en-US>

A separate evaluation study will be conducted as well as a country report drawn up from the following country strategies: Ethiopia, Mozambique, Zambia, Tanzania, Nepal and Tanzania. Kenya's country strategy was evaluated in 2014, and these evaluation results will be integrated into the context analysis and the synthesis of the evaluation. Similarly, the country strategy of Nicaragua that was terminated in 2012 during the evaluation period, can be taken into account in the context and the synthesis analyses based on the previous country and strategy evaluations.

2 CONTEXT

Country Strategy Modality

In 2011 the MFA commissioned an evaluation on results-based approach in Finnish development cooperation. The evaluation recommended, among the other recommendations, MFA to re-organize the system of country-level planning to identify more measurable objectives and indicators. As a result of the recommendation, and as a part of the Result Based Management development work (RBM) MFA decided to develop country strategy model that is more in line with the results base approach as well as the Development Policy Programme 2012. New guidelines for the country strategies were developed for the country teams in the second half of 2012. New country strategies were adopted country by country in 2013. New instructions for follow up and reporting were developed during the course, based on learning from experience. New versions and updates of the Country Strategies have been done annually.

According to the MFA's first internal guideline on Country Strategies in 2012, the Country Strategy is a goal-oriented management tool for managing the Finnish development cooperation in a partner country. The strategy provides guidance for planning and implementing the cooperation as well as for reporting on the progress. The Country Strategies answers at least to the following questions:

- How the partner country is developing?
- Considering the situation in the country, Finland's development policy, resources available, the coordination and division of the work with other development partners as well as the best practices in development aid, what are the development results that Finland should focus in the partner country, and with which tools and aid modalities?
- What are the indicators that can be used to follow up the development of the partner country as well as the results of Finland's development cooperation?
- What are the indicators that can be used to follow up effectiveness and impact of Finland's development cooperation?
- How the progress should be reported?
- How the information from the reports will be utilized in the implementation of the strategy?

One of the goals of adopting the current Country Strategy Modality in 2012 was one of the steps to increase the effectiveness and impact of Finland's development policy and cooperation at the country level. Following the good practices of international development aid, Finland's strategy in a partner country supports the achievement of medium-range goals of the partner country government in three priority areas or sectors. Country strategy also takes into consideration as far as possible the work done jointly with other donors (for example, the EU country strategies and multi-donor development cooperation programmes carried out jointly with Finland). The country strategies are approved by the Minister for International Development of Finland. However, the content is consultatively discussed together with the partner country government and other major stakeholders.

The aim was to keep the country strategy process light and the process flow loose to acknowledge the different country contexts.

Separate instructions have been developed for Country Strategy planning, follow-up and reporting. Some of these instructions are in Finnish.

Country Strategies to be evaluated

The country strategies were formulated in 2012 for each long term development partner country with the option for annual revisions in the case of changing environment. The country teams have reported the progress and results of the country strategies annually in the Annual Country results reports on Development Policy Cooperation by country development result and by Finland's objectives and specific objectives. The original country Strategies were updated in 2014,. These versions can be found from the MFA web site. The links are provided below. The updated versions may contain of some different information compared to the original ones, but provides sufficient information for tendering purposes. The original copies as well as other relevant internal documentation will be provided during the inception phase.

Ethiopia:

The updated Country Strategy for Development Cooperation with Ethiopia 2014-2017:

<http://formin.finland.fi/public/default.aspx?contentid=274547&nodeid=15452&contentlan=2&culture=en-US>

Zambia:

The updated Country Strategy for Development Cooperation with Zambia 2014-2017:

<http://formin.finland.fi/public/default.aspx?contentid=274537&nodeid=15452&contentlan=2&culture=en-US>

Tanzania:

The updated Country Strategy for Development Cooperation with Tanzania 2014-2017:

<http://formin.finland.fi/public/default.aspx?contentid=274539&nodeid=15452&contentlan=2&culture=en-US>

Mozambique:

The updated Country Strategy for Development Cooperation with Mozambique 2014-2017:

<http://formin.finland.fi/public/default.aspx?contentid=274551&nodeid=15452&contentlan=2&culture=en-US>

Nepal:

The updated Country Strategy for Development Cooperation with Nepal 2013-2016:

<http://formin.finland.fi/public/default.aspx?contentid=274553&nodeid=15452&contentlan=2&culture=en-US>

Tanzania:

The updated Country Strategy for Development Cooperation with Tanzania 2013-2016:

<http://formin.finland.fi/public/default.aspx?contentid=274544&nodeid=15452&contentlan=2&culture=en-US>

3 PURPOSE AND OBJECTIVE OF THE EVALUATION

The purpose of the evaluation is to provide evidence based information and practical guidance for the next update of the Country Strategy Modality on how to 1) improve the results based management approach in country programming for management, learning and accountability purposes and 2) how to improve the quality of implementation of Finnish development policy at the partner country level. From the point of view of the development of the country strategy modality the evaluation will promote joint learning of relevant stakeholders by providing lessons learned on good practices as well as needs for improvement.

The objective of the evaluation is to provide evidence on the successes and challenges of the Country Strategies 1) by assessing the feasibility of strategic choices made, progress made in strategic result areas, validating the reported results in the annual progress reports and identifying possible unexpected results of Finland's development cooperation in each of the long-term partner countries; and 2) by aggregating the validated results and good practices at the MFA level and 3) by assessing the feasibility of the Country Strategy Modality for the purposes of results based management of the MFA.

International comparisons can also be used when assessing the Country Strategy Modality. Comparison countries may be, for example, Ireland and Switzerland, whose systems have been benchmarked in the planning stage.

4 SCOPE OF THE EVALUATION

Temporal scope

The evaluation covers the period of 2008–2015. The results-based Country Strategy Modality with new directions and guidance was designed in 2012, and implemented from 2013 onwards in all the Finland's long-term partner countries. However, a longer period, covering the earlier modality is necessary to take in consideration, as most of the individual projects constituting the country strategies started already before 2013. Many of the projects and interventions were actually developed based on Country Engagement Plan modality that was the precursor of Country Strategy Modality and was adopted in 2008. In 2012, the interventions were only redirected and modified to fit better to the new structure of Country Strategy Modality and the new Development Policy programme. In order to understand the strategies as they are now and to evaluate the change and possible results of current country strategies, it is essential to capture the previous period as a historical context.

Similarly, when evaluating the feasibility of the Country Strategy Modality at process level, capturing a longer period is essential. Therefore, the period 2008–2012 will be analysed mainly on the basis of previous evaluations with a particular interest to give contextual and historical background for assessing the change that the new Country Strategy Modality introduced.

Content scope

The evaluation covers the following processes and structures

- 1) The Country Strategy Modality, including the process transforming Country Engagement Plans into Country Strategies
- 2) In each of the countries, a country-specific context from 2008 to 2015, consisting of the Finnish bilateral assistance contributing to partner country's own development plan, Finland's development funding portfolio as a whole in the country and Finland's role as part of the donor community.
- 3) Current Country Strategies; achievement of objectives so far taking into account the historical context of the strategies and possible changes in the objectives 2013 onwards.

5 ISSUES BY EVALUATION CRITERIA

The following issues by evaluation criteria will guide the evaluation. Priority issues for each criterion are indicated below. In order to utilize the expertise of the evaluation team, the evaluation team will develop a limited number of detailed evaluation questions (EQs) during the evaluation Inception phase. The EQs should be based on the priorities set below and if needed the set of questions should be expanded. The EQs will be based on the OECD/DAC and EU criteria where applicable. The EQs will be finalized as part of the evaluation inception report and will be assessed and approved by the Development Evaluation Unit (EVA-11). The evaluation is also expected to apply a theory of change approach in order to assess the relevance of strategies as well as expected results and impact.

The Country Strategy Modality will be evaluated using the following criteria:

Relevance of the Country Strategy Modality

- Synthesize and assess how the country strategy modality has ensured the relevance of Finland's strategic choices from the point of view of partner countries, including beneficiaries, Finland's development policy and donor community
- Assess the extent to which the country strategy modality is in line with agreed OECD DAC international best practices.

Effectiveness of the Country Strategy Modality

- Synthesize and assess the results of the country strategy process at the corporate level/development policy level
- Assess the effects of country strategy process on accountability and managing for results: the reporting, communication and use and learning from results for decision making

Efficiency of the Country Strategy Modality

- Assess the quality of the country strategy guidelines, including their application including the clarity and hierarchy of objective setting, measurability / monitorability of indicators, appropriateness of rating systems etc.
- Assess the process of developing the strategy guidelines especially from process inclusiveness and change management point of views
- Assess the leanness of the Country Strategy Modality, including the resource management (human and financial) securing the outputs at country level

Complementarity and coherence of the Country Strategy Modality

- Synthesize and assess the extent to which the country strategy modality has been able to complement / take into consideration of other policies and Finnish funding in the partner countries and vice versa
- Synthesize and assess the best practices / challenges on complementarity in the current strategy modality.

Country strategies will be evaluated in accordance with the following criteria

In individual country strategy evaluations, the strategic choices of Finland will be evaluated in accordance with the following OECD DAC criteria in order to get a standardized assessment of the country strategies that allows drawing up the synthesis. In addition, each criterion may also consist of issues / evaluation questions relevant only to specific countries. In each of the criteria human rights based approach and cross cutting objectives must be systematically integrated (see UNEG guidelines). The country specific issues/questions are presented separately in chapter 5.1.

Relevance

- Assess the extent to which the Country Strategy has been in line with the Partner Country's development policies and priorities.
- Assess the extent to which the Country Strategy has responded the rights and priorities of the partner country stakeholders and beneficiaries, including men and women, boys and girls and especially the easily marginalized groups.
- Assess the extent to which the Country Strategy has been in line with the Finnish Development Policy priorities

Impact

- Assesses and verify any evidence or, in the absence of strong evidence, "weak signals" of impact, positive or negative, intended or unintended, the Country Strategy has contributed.

Effectiveness

- Assess and verify the reported outcomes (intended and un-intended)
- Assess the factors influencing the successes and challenges

Efficiency

- Assess the costs and utilization of resources (financial& human) against the achieved outputs
- Assess the efficiency and leanness of the management of the strategy
- Assess the risk management

Sustainability

- Assess the ownership and participation process within the country strategy, e.g. how participation of the partner government, as well as different beneficiary groups has been organized.
- Assess the ecological and financial sustainability of strategies

Complementarity, Coordination and Coherence

- Assess the extent to which the Country Strategy is aligned with partner countries' systems, and whether this has played a role in Finland's choice of intervention modalities.
- Assess the extent to which Finland's Country Strategy in the country has been coordinated with development partners and other donors
- Assesses the complementarity between the Country Strategy and different modalities of Finnish development cooperation in the country including NGOs, regional and targeted multilateral assistance (multi-bi) to the extent possible
- Assess the coherence between the main policy sectors that the country units and embassies are responsible for executing in the country.

5.1. Special issues per country

The evaluation aims to facilitate inclusive evaluation practice and learning between the partners at the country level. Following issues has been identified in discussions with the country representatives and/or the country reference group of the evaluation. The country specific issues will be integrated with the overall evaluation matrix where feasible, and recommendations made where evidence and justification found.

Ethiopia

- Assess the strategic value of
- the sector approach for Rural Economic Development and Water.
- SNE programme and possible mainstreaming to GEQIP II.
- The evaluation should make justified recommendations on
- how to extend strategic support to new sectors in the future, as needs of Ethiopia is changing following the economic growth and increasing domestic revenue?
- how technical cooperation between institutions (for instance ICI) could be formalized as part of Country cooperation framework?
- The field phase in late January-February 2016

Zambia

- Zambia is in a process of transitioning to the lower middle income country level. Therefore the evaluation should make justified recommendations on
- how to advance broad based partnerships especially in trade and private sector development including interaction with civil society and public sectors in the future.

- how the Country Strategy programming could better utilize existing processes like country/sector portfolio reviews for advancing the collaboration between Zambia and Finland
- What has been Finland's value added on the sector coordination in agriculture, environment and private sector development.
- The partner country has expressed an interest to participate to some of the evaluation activities during the field mission
- The field phase in January-February 2016

Tanzania

- Tanzania is in a process of transitioning to the lower middle income country level. Therefore the evaluation should make justified recommendations on:
 - how to advance broad based partnerships especially in trade and private sector development including interaction with civil society and public sectors in the future.
- The field phase in January-February 2016

Mozambique

- To what extent has the Country Strategy responded to the changing country context in Mozambique?
- Is the Country strategy balanced enough in terms of the chosen priority sectors?
- To what extent does the Country strategy complement the work of other donors and what is the strategy's value added?
- As the donor dependency of Mozambique is decreasing, the evaluation should give medium term strategic recommendations for Finland's cooperation in Mozambique.
- The field phase in January-February 2016

Nepal

- Nepal is a fragile state in many aspects. In this context the evaluation should give medium term strategic recommendations for Finland's cooperation in Nepal.
- Finland's Country Strategy and the programmes in Nepal were audited in 2015. The results of the audit can be utilized by the evaluation. The audit reports are in Finnish.
- The field phase must be in December 2015

Vietnam

- Vietnam is a lower middle income country and the economic development has been quite rapid in last few years. Therefore the evaluation should analyse how the country strategy has been able to adapt to the rapid transition of the economy, and how agile the strategy has been in responding the needs of private sector and other relevant stakeholders in the country.
- Recommendations should be given on how to broaden the strategic portfolio to new, mutually beneficial areas such as education and research, university and industry cooperation as well as increased trade ties.
- Private sector instruments like Finnpartnership and Concessional loan has played a role in the Country Strategy. The strategic role of these instruments in transitioning economy should be assessed, and possible best practices reported.

- Finland's Country Strategy and the programmes in Vietnam were audited in 2015. The results of the audit can be utilized by the evaluation. The audit reports are in Finnish.
- The partner country has expressed an interest to participate to some of the evaluation activities during the field mission.
- The field phase must be in December 2015

6 GENERAL APPROACH AND METHODOLOGY

Evaluation is carried out and tendered as one large evaluation. The evaluation team leader is responsible for the synthesis and the evaluation methodology. Country evaluations will be carried out by country evaluation teams which are coordinated by a country coordinator together with the team leader. Coordination of the whole process and overall quality management of the evaluation will be the responsibility of the contracted evaluation consultancy company.

Evaluation will produce a synthesis report, as well as separate country reports on Ethiopia, Mozambique, Zambia, Tanzania, Nepal and Tanzania. These are also the reports that will be published.

Management response will be drawn up at two levels/processes: the synthesis report will be responded in accordance with the process of centralized evaluations and country reports in accordance with the process of decentralized evaluations as described in the evaluation norm of the MFA. The country reports will be discussed with partner countries and the management response drawn up on this basis. The follow up and implementation of the response will be integrated in the planning process of the next phase of the country strategy.

The approach and working modality of evaluation will be participatory. The evaluation will take into account the recommendations of the OECD/DAC on collaborative aspect of country evaluations where possible. Representatives of partner country governments will be invited in meetings and sessions when feasible. A possibility of integrating one evaluation expert representing partner country evaluation function will be made possible, where the partner country is willing and financially capable to provide such person. There is also a possibility that a representative of MFA and/or the partner country will participate in some parts of field missions with their own costs. The evaluation team shall contact the partner country representatives during the inception period for possible participation arrangements.

Mixed methods will be used (both qualitative and quantitative) to enable triangulation in the drawing of findings.

The country strategy result framework is based on logframe approach, but the evaluation team is expected to reconstruct a theory of change model of the framework describing the interaction between the elements in the logframe and dynamics of the intended result chains and prepare more elaborated evaluation questions as well as sub-questions based on the change theory approach. The Approach section of the Tender will present an initial plan for the evaluation including the methodology and the evaluation matrix for each of the countries as well as the Country Strategy Modality. The evaluation plan will be finalized during the inception period and presented in the Inception report.

During the field work particular attention will be paid to human right based approach, and to ensure that women, vulnerable and easily marginalized groups are also interviewed (See UNEG guidelines). Particular attention is also paid to the adequate length of the field visits to enable the real participation as well as sufficient collection of information also from sources outside of the institutional stakeholders (e.g. statistics and comparison material). The field work in each of the country will preferably last at least 2-3 weeks, and can be done parallel and take in account the availability of the stakeholders during the visit. Adequate amount of time should also be allocated for the interviews conducted with the stakeholders in Finland. Interview groups are to be identified by the evaluation team in advance. The MFA

and embassies are not expected to organize interviews or meetings with the stakeholders in the country on behalf of the evaluation team, but assist in identification of people and organizations to be included in the evaluation.

Validation of all findings as well as results at the country level must be done through multiple processes and sources. The main document sources of information include strategy and project documents and reports, project/strategy evaluations, Finland's Development Policy Strategies, thematic guidance documents, previously conducted country strategy and thematic evaluations, development strategies of the case country governments, country analyses, and similar documents. The evaluation team is also encouraged to use statistics and different local sources of information to the largest possible extent, especially in the context analysis, but also in the contribution analysis. It should be noted that part of the material is in Finnish.

Debriefing/validation workshops will be organized at the country level in the end of each of the fieldtrip. Also a joint validation seminar will be organized with the MFA regional departments after the field trips. Embassies and the MFA will assist the evaluation team in organizing these seminars.

If sampling of documents is used, the sampling principles and their effect to reliability and validity of the evaluation must be elaborated separately.

During the process particular attention is paid to a strong inter-team coordination and information sharing within the team. The evaluation team is expected to show sensitivity to diverse communication needs, gender roles, ethnicity, beliefs, manners and customs with all stakeholders. The evaluators will respect the rights and desire of the interviewees and stakeholders to provide information in confidence. Direct quotes from interviewees and stakeholders may be used in the reports, but only anonymously and when the interviewee cannot be identified from the quote.

The evaluation team is encouraged to raise issues that it deems important to the evaluation which are not mentioned in these ToR. Should the team find any part of the ToR unfeasible, it should bring it to the attention of the Development Evaluation Unit (EVA-11) without delay.

7 EVALUATION PROCESS, TIMELINES AND DELIVERABLES

Evaluation of competitive bidding will be completed in July 2015, and the Kick-off meeting with the contracted team will be held in August.

It should be noted that internationally recognized experts may be contracted by the MFA as external peer reviewer(s) for the whole evaluation process or for some phases/deliverables of the evaluation process, e.g. final and draft reports (technical evaluation plan, evaluation plan, draft final and final reports). The views of the peer reviewers will be made available to the Consultant.

An **Inception phase** is September and October 2015 during which the evaluation team will produce a final evaluation plan with a context analysis. The context analysis includes a document analysis (desk study) on the country strategy modality as well as a context of each of the country strategy. The evaluation plan also consists of the reconstructed theory of change, evaluation questions, evaluation matrix, methodology (methods for data gathering and data analysis, as well as means of verification of different data), final work plan with a timetable as well as an outline of final reports. MFA will provide comments on the plan and it will be accepted in an inception meeting in November 2015.

The **Implementation phase** can be implemented in December 2015-February 2016. Country-specific debriefing meetings will be organized at the end of each of the field visit. A joint debriefing and validation meeting can be arranged in Helsinki in the end of February/ beginning of March 2016. The validation seminars work like learning seminars based on initial findings, but also for validating the findings.

The outcomes and further findings drawn up from seminar discussions can be utilized when finalizing the country reports as well as the synthesis report.

The **Reporting and dissemination phase** will produce the Final reports and organize dissemination of the results. Final draft country reports will be completed by the end of April and the final draft synthesis report by the end of May, 2016. Country reports can be sequenced on the basis of the field phase. If the field phase is in December, the draft report shall be ready in February, and if in February, then the draft report shall be ready in April. Due to the scope of the evaluation reports, enough time must be left for feedback. The final reports shall be ready in mid-June. Due the Finnish holiday season in July, a public presentation of evaluation results, a public webinar and other discussion meetings will be held in August 2016.

The evaluation consists of the following meetings and deliverables in each of the phases. It is highlighted that a new phase can be initiated only when all the deliverables of the previous phase have been approved by EVA-11. The reports will be delivered in Word-format (Microsoft Word 2010) with all the tables and pictures also separately in their original formats. Time needed for the commenting of the draft report(s) is three weeks. The language of all reports and possible other documents is English. The consultant is responsible for the editing, proof-reading and quality control of the content and language.

INCEPTION PHASE

I. Kick off meeting

The purpose of the kick-off meeting is to discuss and agree the entire evaluation process including the content of the evaluation, practical issues related to the field visits, reporting and administrative matters. The kick-off meeting will be organized by the EVA-11 in Helsinki after the signing of the contract.

Deliverable: Agreed minutes prepared by the Consultant

Participants: EVA-11 (responsible for inviting and chairing the session); reference group and the **management team** of the Consultant **in person**. Other team members and embassies may participate via VC.

Venue: MFA.

II. Inception meeting

A meeting to present the evaluation plan (incl. agreed minutes of the meeting), MFA and Peer Review comments/notes discussed and changes agreed.

Participants: EVA-11; reference group and **the management team** of the Consultant (responsible for chairing the session) **in person**. Other team members and embassies may participate via VC.

Venue: MFA

Deliverable: Inception report

Inception report **will constitute the final evaluation plan** that specifies the context of the evaluation, the approach and the methodology. It also includes the final evaluation questions and the final evaluation matrix. The sources of verification and methods for collecting and analysing data are explained in detail, including the methods and tools of analyses, scoring or rating systems and alike. The final work plan and division of tasks between the team members are presented in the evaluation plan. In addition, a list of stakeholder groups to be interviewed will be included in the evaluation plan. The evaluation will also suggest an outline of the final report(s).

The inception report will provide a **contextual analysis** based mainly on written material. It is based on a complete desk analysis of all relevant written material including, but not limited to project/strategy related documents, previous evaluations, policy documents, guidelines, thematic/regional program-

ming, and other relevant documents related to development and development cooperation in partner countries identified by the evaluation team during the inception phase. Tentative hypotheses as well as information gaps should be identified in the evaluation plan.

It will also present plans for the interviews, participative methods and field visits including the identification of local informants (beneficiaries, government authorities, academia, research groups/institutes, civil society representatives, other donors etc.) and other sources of information (studies, publications, statistical data etc.) as well as an outline of the interview questions and use of participative methods according to the interviewee groups in each of the field visit countries.

The Inception report will be submitted to the EVA-11 and is subject to the approval of the EVA-11 prior to field visits to case countries/regions and further interviews in Finland. The report should be kept analytic, concise and clear.

IMPLEMENTATION PHASE

IV. Field visits to partner countries

The purpose of the field visits is to reflect and validate the findings and assessments of the desk analysis. The field visits may partly be joint missions with MFA and /or partner country representative participation. The length of the field visit(s) should be adequate to ensure real participation of different stakeholders and beneficiaries. The evaluation team is expected to propose the suitable timing of the visits, preferably at least 2-3 weeks.

Deliverables/meetings: Debriefing/validation workshop supported by a PowerPoint presentation on the preliminary findings. At least one workshop in each of the partner countries, and one in the MFA related to all countries.

The preliminary findings of the visits will be verified and discussed with relevant persons from the Ministry, embassies, partner country government and relevant stakeholders, also beneficiaries including marginalized groups. The validation workshops are mandatory component of the evaluation methodology. The workshops will be organized by the Consultant and they can be partly organized also through a video conference.

After the field visits and validation workshops, it is likely that further interviews and document study in Finland will still be needed to complement the information collected during the earlier phases.

Participants:

Country workshops: The whole country team of the Consultant (responsible for inviting and chairing the session) and the relevant stakeholders, including the Embassy of Finland and relevant representatives of the local Government **in person**.

MFA workshop: EVA-11; reference group and other relevant staff/stakeholders, and the management team of the Consultant (responsible for chairing the session) **in person**. Other team members and embassies may participate via VC.

REPORTING AND DISSEMINATION PHASE

As part of reporting process, the Consultant will submit a methodological note explaining how the quality control was addressed during the evaluation and how the capitalization of lessons learned has also been addressed. The Consultant will also submit the EU Quality Assessment Grid as part of the final reporting.

V. Final reporting

Deliverables: Final draft report and final reports on CSM Synthesis and six partner country strategies

The reports should be kept clear, concise and consistent. The report should contain inter alia the evaluation findings, conclusions and recommendations and the logic between those should be clear and based on evidence.

The final draft report will be subjected to an external peer review and a round of comments by the parties concerned. The purpose of the comments is only to correct any misunderstandings or factual errors instead of rewriting the findings or adding new content.

The consultant will attach Quality Assurance expert(s) comments/notes to the final report, including signed EU Quality Assessment Grid, as well as a table summarizing how the received comments/peer review have been taken into account.

The final reports will be made available by 15th June 2016. The final reports must include abstract and summary (including the table on main findings, conclusions and recommendations) in Finnish, Swedish and English. The reports, including the Finnish and Swedish translations have to be of high and publishable quality and it must be ensured that the translations use commonly used terms in development cooperation.

The MFA also requires access to the evaluation team's interim evidence documents, e.g. completed matrices, although it is not expected that these should be of publishable quality. The MFA treats these documents as confidential if needed.

VI. Dissemination presentations

A MFA management meeting / a briefing session for the upper management on the final results will be organized tentatively in mid-June 2016 in Helsinki. It is expected that at least the Team leader and the Home officer are present in person, and the other team members via VC.

A public presentation will be organized in Helsinki tentatively in mid-August 2016.

It is expected that at least the Management team of the Consultant are present in person.

A Webinar will be organized by the EVA-11. Team leader and country leaders are expected to give short presentations in Webinar. Presentation can be delivered from distance. A sufficient Internet connection is required.

Optional learning sessions with the regional teams (Optional sessions funded separately. Requires a separate assignment by EVA-11)

8 COMPOSITION OF THE EVALUATION TEAM AND EXPERTISE REQUIRED

There will be one **Management team**, responsible for overall planning management and coordination of the evaluation from the Country Strategy Modality perspective, and six **country evaluation teams**. The evaluation team will include a mix of male and female experts. The team will also include senior experts from both developed and developing countries.

One of the senior experts of the team will be identified as the **Team leader**. The whole evaluation team will work under the leadership of the Team leader who carries the final responsibility of completing the evaluation. The Team leader will work mainly at global/CSM level but will be ultimately responsible for the quality of all the deliverables.

One senior expert of each of the country teams will be identified as a **Country coordinator**. Country coordinator will be contributing the overall planning and implementation of the whole evaluation from a country perspective and also responsible for coordinating, managing and authoring the country specific evaluation work and reports.

The Team leader, Country coordinators and the Home officer of the Consultant will form the Management group of the evaluation Consultant, which will be representing the team in major coordination meetings and major events presenting the evaluation results.

Successful conduct of the evaluation requires a deep understanding and expertise on results-based management in the context of different aid modalities. It also requires understanding and expertise of overall state-of-the-art international development policy and cooperation issues including programming and aid management, development cooperation modalities and players in the global scene. It also requires experience and knowledge of HRBA and cross-cutting objectives, including UN resolution 1325, and related evaluation issues. Solid experience in large sectoral/thematic/policy or country strategy evaluations or large evaluations containing several countries is required. In addition, long-term hands-on experience at the development cooperation and development policy field is needed.

All team members shall have fluency in English. It is also a requirement to have one senior team member in each of the country team fluent in Finnish as a part of the documentation is available only in Finnish. Online translators cannot be used with MFA document material. One senior team member in each of the country teams shall be fluent in a major local language of the country. Knowledge of local administrative languages of the partner countries among the experts will be an asset.

The competencies of the team members will be complementary. Each country team will consist of 3 to 5 experts. One expert can be a member of multiple country teams, if his/her expertise as well as tasks and the time table of the evaluation make it feasible.

Detailed team requirements are included in the Instructions to the Tenderers (ITT).

9 BUDGET AND PAYMENT MODALITIES

The evaluation will not cost more than € 950 000 (VAT excluded). The payments will be done in all inclusive lump sums based on the progress of the evaluation.

10 MANAGEMENT OF THE EVALUATION AND THE REFERENCE GROUP

The EVA-11 will be responsible for overall management of the evaluation process. The EVA-11 will work closely with other units/departments of the Ministry and other stakeholders in Finland and abroad.

A reference group for the evaluation will be established and chaired by EVA-11. The mandate of the reference group is to provide advisory support and inputs to the evaluation, e.g. through participating in the planning of the evaluation and commenting deliverables of the consultant.

The members of the reference group may include:

- Representatives from relevant units/departments in the MFA forming a core group, that will be kept regularly informed of progress
- Representatives of relevant embassies
- Representatives of partner countries governments

The tasks of the reference group are to:

- Participate in the planning of the evaluation
- Participate in the relevant meetings (e.g. kick-off meeting, meeting to discuss the evaluation plan, wrap-up meetings after the field visits)
- Comment on the deliverables of the consultant (i.e. evaluation plan, draft final report, final report) with a view to ensure that the evaluation is based on factual knowledge about the subject of the evaluation

-
- Support the implementation, dissemination and follow-up on the agreed evaluation recommendations.

11 MANDATE

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on behalf of the Government of Finland. The evaluation team does not represent the Ministry for Foreign Affairs of Finland in any capacity.

All intellectual property rights to the result of the Service referred to in the Contract will be exclusive property of the Ministry, including the right to make modifications and hand over material to a third party. The Ministry may publish the end result under Creative Commons license in order to promote openness and public use of evaluation results.

12 AUTHORISATION Helsinki, 6.5.2015

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

ANNEX 2: PEOPLE INTERVIEWED

- present at introductory briefing
- Δ present at final validation workshop in Addis Ababa
- ✓ present at FLC round table meeting in Addis Ababa
- * present at validation workshop

Ministry for Foreign Affairs of Finland

Finland Embassy, Addis Ababa

Gezahegn Alemu, Advisor, Finland Embassy, Addis Ababa•Δ

Tiina Byring-Ilboudo, Counsellor, Finland Embassy, Addis Ababa•Δ

Workaferahu Eshetu, Advisor, Finland Embassy, Addis Ababa•Δ

Jouni Hirvonen, Head of cooperation. Finland Embassy, Addis AbabaΔ

Sirpa Maenpaa, Ambassador. Finland Embassy, Addis Ababa•Δ

Paula Malan, Counsellor. Finland Embassy, Addis Ababa•Δ

Meseret Mengistu, FLC Program Coordinator. Finland Embassy, Addis Ababa

Other

Helena Airaksinen, Director, Unit for Eastern and Western Africa, Department for Africa and the Middle East*

Kari Alanko, Deputy Director General, Department for Africa and the Middle East*

Anu Eskonheimo, Desk Officer, Horn of Africa Team, Unit for Eastern and Western Africa, Department for Africa and the Middle East*

Hannu Heinonen, Team Leader, Horn of Africa, Department for Africa and the Middle East*

Pauliina Hellman, Senior Adviser, Development Policy, Department for Africa and the Middle East*

Jussi Karakoski, Senior Adviser, Development Policy, Department for Africa and the Middle East*

Taru Kuosmanen, Legal Counsellor, Unit for Administrative and Legal Development Cooperation Matters*

Ilona Mattila, Evaluation Officer, MFA Development Evaluation Unit*

Riikka Miettinen, Evaluation Officer, MFA Development Evaluation Unit*

Janne Oksanen, Former Head of Cooperation Ethiopia

Leo Olasvirta, Former Ethiopia Ambassador Ethiopia

Satu Pehu-Voima, Senior Adviser, Development Policy, education, Department for Development Policy*

Marjaa Pekkola, Senior Adviser, Development Policy, rural development, Department for Development Policy*

Jyrki Pulkkinen, Director, Evaluation of Development Cooperation, MFA Development Evaluation Unit*

Marko Saarinen, Former counsellor Ethiopia

Sanna Takala, Senior Adviser, Development Policy, Department for the Americas and Asia*

Arto Valjas, Senior Adviser, Development Policy, Department for Africa and the Middle East*

Jatta Väisänen, Programme Officer, Kenya Team, Unit for Eastern and Western Africa, Department for Africa and the Middle East*

Suvi Virkkunen, Senior Adviser, Development Policy, Department for Development Policy*

Max von Bonsdorff, Senior Adviser, Development Policy, Unit for General Development Policy, Department for Development Policy*

Government of Ethiopia

Addis Ababa

Mohammed Abubeker. Director, Special Support and Inclusive Education Directorate. Ministry of Education

Tigistu Abza, Director, Land Administration and Use Directorate (LAUD). Ministry of Agriculture

Eshetu Asfaw, Director of Planning and Resource Mobilisation Directorate, Ministry of Education

Etsub Birhanu, Cooperation Expert, Ministry of Finance and Economic Cooperation•Δ

Kebede Gerba, State Minister, Ministry of Water, Irrigation and Energy

Abiy Girma, Coordinator, One WASH National Programme. Ministry of Water, Irrigation and Energy

Kokeb Misrak, Director, Bilateral Cooperation Directorate. Ministry of Finance and Economic Cooperation

Nuredin Mohammed, Director of Water Supply and Sanitation Directorate (WSSD). Ministry of Water, Irrigation and Energy•

Dagnew Tadesse, WASH Focal Person, Hygiene & Environmental Health (HEH) Case Team. Ministry of Health

Aemiyo Tadesse, Regional Adviser in Oromia, Enhancing Inclusive Education Capacity of Teacher Education and Resource Centres. Ministry of Education

Zewdu Tamrat, Coordinator of European. Ministry of Finance and Economic Cooperation

Muluemebet Tilahun, Senior Expert Project Monitoring and Evaluation. Ministry of Education•

Regional Bureaus Amhara

Gebeyehu Belau, LIFT focal point, Bureau of Environmental Protection, Land Administration and Use

Melisew Chanyalew, Head, Health Extension team, Bureau of Health

Fenta Dejen, Head of Bureau of Land Administration and Use

Getachew Derseh, GEQIP II regional operations officer. Bureau of Education
Sintayenu Emiru, SNE education implementer, Bureau of Education
Abay Kinde, LIFT coordinator, Bureau of Environmental Protection, Land Administration and Use
Cha Li, REILA focal point, Bureau of Land Administration and Use
Andualem Tenani, GEQIP officer, Bureau of Education
Teshome Walle, Head of Bureau, Bureau of Agriculture
Almaw Wosen Officer, Health Extension Team. Bureau of Health
Zewdu Zegeye, OneWASH team. Bureau of Health

Other Government staff Amhara

Litalem Amsaru, Head of unit. Bahir Dar Zuria Land Administration and Use Unit
Getnet Asfaw, Head of Fogera Cooperative Office. Fogera Woreda
Alemu Belete, Kebele Chairperson, Maksegni Kebele
Tadele Ezez, Head, Agriculture office. Fogera Woreda
Aseme Feredae, Chief administrator, Wareda administration office. Fogera Woreda
Amare Gertu, Head Water Development Office. Fogera Woreda
Mohammed Husein, Cashier, Addis Alem Sefer Got Water Point
Aragaw Isega, REILA focal point. Bahar Dar Zuria Land Administration and Use Unit

Regional Bureaus Benishangul-Gumuz

Misgana Admasu, Head of Bureau of Finance and Economic Development (BOFED)
Yohannes Afeucort, Deputy Bureau head, Bureau of Trade and Investment•Δ
Musa Ahmed Babelir, Director, Bureau of Environmental Protection, Land Administration and Use
Asfaw Bese, Head, Bureau of Health
Melkamu Dessahegn, Benishangul Gumuz Education Bureau Planning Head. Bureau of Education
Zelalem Duguma, Vice Bureau Head. Bureau of Women and Children Affairs.
Girma Gesfaye, Deputy bureau head. Bureau of Finance and Economic Development
Abebe Getahun, Marketing team leader, Bureau of Trade and Investment
Endemaman Gosuw, Senior Value Chain Expert. Bureau of Trade and Investment
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Mulugeta Menale, WASH focal person. Bureau of Health.
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ANNEX 3: METHODOLOGY

Overview and Approach

The Inception Report described the methodology for the overall CSM evaluation, including the country evaluations. It included an annex on Ethiopia which gave a preliminary description of the Ethiopia context, and of Finland's successive strategic documents (CEP and CS), and developed a preliminary theory of change for Ethiopia. It also presented an overview of documentary material available and additional material sought, and set out an detailed evaluation plan and timetable for the Ethiopia country study. This annex was reviewed by the Ethiopia country team and refined in light of their comments.

Main elements of the approach:

- Mixed methods, guided by a comprehensive evaluation matrix to assist information gathering, assessment and triangulation.
- Development of the theory of change to facilitate understanding of programming rationale, with assessment of the validity of the (implicit) TOC as a central feature of the evaluation.
- Stakeholder mapping to identify stakeholders centrally and peripherally involved in the programme and in the evaluation.
- Maximum use of existing evaluations and other programme documentation (including project reviews and evaluations) supplemented by key stakeholder interviews (the main form of primary data collection).
- Field visits to facilitate interviews with local level stakeholders, including beneficiaries, and to ensure that the evaluation team has a first-hand understanding of how Finland operates on the ground.
- A participatory approach, which included sharing of the draft Inception Report with the country team, as well as sharing of preliminary findings at a validation workshop on the final day of the country visit.
- Comparative approach by interviews with fellow donors (especially Ireland, Switzerland, Denmark for Ethiopia).
- In addition, internal team discussions enabled team members to compare findings across countries and facilitated consistency of approach and terminology across all the country evaluations.

As anticipated in the Inception Report, interviews were systematically written up. They were conducted on a confidential basis, and so are not directly cited in the evaluation's reports. They have been shared only amongst members of the Mokoro/Indufor evaluation team, but country-level interviews have also informed the overall CSM evaluation.

Main Evaluation Questions

The Inception Report included a full evaluation matrix which was used and adapted for the country evaluations as well as the overall CSM evaluation. Table 4 shows the main evaluation questions and subquestions; these are sequenced according to the main evaluation criteria. Under each evaluation criterion questions address both country-level and CSM-level issues but separate these out clearly. The evaluation matrix includes judgement criteria.

Table 4 Evaluation matrix

KEY EVALUATION QUESTION & SUB-QUESTIONS	JUDGEMENT CRITERIA	SOURCES OF INFORMATION
EQ 1: How relevant are CSs and the CSM?		Evaluation criterion: Relevance
CS evaluation sub-questions		
EQ1.1 How relevant are CSs to partner country contexts? <ul style="list-style-type: none"> To country development policies, priorities and programmes¹⁸? To the rights (economic, social, political, civil) and priorities of partner country stakeholders and beneficiaries – especially the easily marginalized groups? To donor partners? EQ1.2 How relevant are the CSs to Finnish Development Policy priorities and principles?	<p>The strategic choices made in the CSs in terms of interventions and how they are undertaken</p> <ul style="list-style-type: none"> are aligned to country development policies, priorities and programmes target development objectives that are a priority / issues for country stakeholders and beneficiaries, especially easily marginalized groups take into account what donor partners perceive as priority take into account the development context of the country are aligned with aid effectiveness commitments / principles are aligned to the objectives and principles of the 2012 DPP and take appropriate account of sector / thematic guidance / papers and other Finnish guidance <p>The CSM fulfils the needs of senior management in MFA and country teams related to country programming and management of country programmes</p> <p>The CSM – through its approach, rules, information requirements and processes – contributed to the relevance of CS strategic choices as measured (see all CS evaluation sub-questions)</p> <ul style="list-style-type: none"> The CSM is flexible in responding to different country context, e.g. countries in transition/phase-out of bilateral aid vs fragile countries <p>The CSM – through its approach, rules, information requirements and processes – facilitates the alignment of country programmes with aid effective</p> <p>The CSM is aligned to OECD/DAC country programming best practices</p>	<ul style="list-style-type: none"> -Partner country development strategy and policy documentation, national sector/thematic, ODA policies/frameworks -Finnish DPP, guidance documentation and sector/thematic guidelines -CSM documentation (instructions, templates) -CSs, engagement plans and related results reports -CS planning/updating process documentation -Existing evaluations, reviews and reports on the country programme, and other Finnish evaluations, reviews and reports -Country development statistics -Secondary literature on country development status and priorities -OECD/DAC guidance, studies and reviews -Studies and reviews from other sources -Documentation on country programming practices of selected bilateral donors -Interviews <ul style="list-style-type: none"> with MFA actors and stakeholders in CSM design and implementation at MFA level with country teams, including desk officers and in-country officers (current and past members) with other relevant government officials with selected non-MFA sources with direct relevant knowledge on the CSM (e.g. relevant global implementation partners) with country implementing partners with country stakeholders/programme beneficiaries, incl. also private sector, civil society, academia & the media as relevant with other in-country development partners
CSM evaluation sub-questions		
EQ1.3 How relevant is the CSM to MFA management and country programme managers' needs?		
EQ1.4 How has CSM ensured Finland's strategic choice relevance to key stakeholders and development country contexts?		
EQ1.5 Is the CSM aligned to OECD DAC/international best practices?		

¹⁸ The Inception Report defined the country strategy programme as being the programming managed through the CS. This report uses the term CS portfolio to avoid confusion with the overall set of Finnish interventions that includes other instruments not managed through the CS, and with individual programmes within the CS portfolio. The evaluation matrix here, however, is as in the Inception Report. The term country programme is still used and is here equal to CS portfolio.

KEY EVALUATION QUESTION & SUB-QUESTIONS	JUDGEMENT CRITERIA	SOURCES OF INFORMATION
EQ 2: Are Country Strategies and the CSM effective?		Evaluation criterion: Effectiveness
CS evaluation sub-questions		
EQ2.1 What are the actual interventions undertaken by the Finland country programme as framed by the CS?	Effectiveness assesses the contribution of the CS interventions to Finland's specific objectives	CSs, engagement plans
EQ2.2 Did the CS interventions achieve their planned purposes?	Planned interventions took place and their purposes were/are being achieved as evidenced by existing reports, reviews and evaluations	Annual and semi-annual (results) reports, synthesis reports
EQ2.3 What development results are observed relevant to CS interventions, intended and unintended?	The Theory of Change causal chain implied by the Country Strategy from these target results to specific Finnish objectives, and the underlying assumptions is valid, taking into account social, political and institutional factors	Possible upstream results reporting
EQ2.4 What contribution have CS interventions made to the specific development objectives and development result areas?	<ul style="list-style-type: none"> Contribution can be argued from the Finnish interventions (targeted at policy influence and direct interventions) to the specific objectives targeted, given other factors 	Existing evaluations, reviews and reports on the country programme
EQ2.5 How aid-effective is the country programme as framed by the CS?	<ul style="list-style-type: none"> The Finnish country programme as framed by the CS is aid-effective: the programme facilitates the leveraging of project and programme intervention results towards development effectiveness against the specific objectives. Direct interventions and efforts to achieve policy influence are mutually reinforcing 	Project annual report/completion reports
CSM evaluation sub-questions		Other relevant Finnish global and regional evaluations, reviews and reports
EQ2.6 How effective is the CSM/CSM processes?	The management of the switch to CSM from CEPs at country level was inclusive and contributed to more effective CSs as measured. Change management was effective.	Country development statistics and secondary literature on country development status and priorities
<ul style="list-style-type: none"> Was the introduction of CSM managed inclusively (including key stakeholders), and well? 	The CSM contributes to effective results-based management in MFA	OECD/DAC guidance, studies and reviews
<ul style="list-style-type: none"> What are CSM programming, monitoring, reporting and accountability practices, in principle and in practice? 	<ul style="list-style-type: none"> Reporting and management responses against the CSs is regular, accurate and appropriate for learning & accountability 	Comparison of the quality of CSM and country engagement plan guidance and annual results reporting
<ul style="list-style-type: none"> Do these present effective RBM: do they facilitate learning and accountability? 	<ul style="list-style-type: none"> The CSM facilitated the selection of appropriate indicators, given targeted results in CSs 	Studies and reviews from other sources
<ul style="list-style-type: none"> Does the CSM contribute to better targeting and measuring of results by MFA? 	<ul style="list-style-type: none"> At country & MFA level the CSM facilitates learning & accountability 	Interviews
EQ2.7 Has the CSM contributed to more effective (including aid effective) country programming?		<ul style="list-style-type: none"> with MFA actors and stakeholders in CSM design and implementation at MFA level with country teams, including desk officers and in-country officers (current and past members) with relevant government officials with selected non-MFA sources with direct relevant knowledge on the CSM (e.g. relevant global implementation partners) with country stakeholders, incl. in civil society, academia & the media as relevant with programme beneficiaries with country implementing partners with other in-country development partners

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KEY EVALUATION QUESTION & SUB-QUESTIONS	JUDGEMENT CRITERIA	SOURCES OF INFORMATION
EQ 2: Are Country Strategies and the CSM effective?	<p>Evaluation criterion: Effectiveness</p> <ul style="list-style-type: none"> The CSM has facilitated more effective aid management at a corporate level and better upstream results reporting within MFA <p>The approach, rules, information requirements and processes of the CSM has facilitated a feasible Theory of Change results chain / country programme logical model taking into account country social, political and institutional circumstances</p> <ul style="list-style-type: none"> The CSM has contributed to appropriate targeting of results and objectives given Finland's (small) relative financial contribution as a development partner The CSM has contributed to better results-based thinking on on-going interventions at the time of the CS, and has resulted in appropriate (past, current, expected) changes to the country programme The CSM has contributed to better incorporation of the findings of project/programme monitoring reports, reviews and evaluations in CS review, reporting The CSM has contributed to appropriate implementation of aid-effectiveness commitments and principles 	

KEY EVALUATION QUESTION & SUB-QUESTIONS	JUDGEMENT CRITERIA	SOURCES OF INFORMATION
EQ 3: What is the impact of the CSs and does the CSM contribute to this?	Evaluation criterion: Impact	
<p>CS evaluation sub-questions</p> <p>EQ 3.1 What are evidence or signals of impacts from CS interventions?</p> <p>EQ 3.2 To what extent does the CS TOC pathway support likely contribution to impacts?</p> <p>CSM evaluation sub-questions</p> <p>EQ3.3 Do existing CSM instructions and templates provide adequate guidance to build feasible CS impact pathways and to identify and report on appropriate impact indicators?</p>	<p>Impact assesses the upper end of the result chain, from Finnish specific objectives to the development goal</p> <p>Impact is accurately reported</p> <p>In the absence of timely data against relevant impact measures, documentation and key respondents highlight signals of evidence of impact</p> <p>The implied pathway from specific objectives to the development goal in the Theory of Change and underlying country programme logic model is feasible.</p> <p>The CSM guidance and its implementation have contributed to better country team thinking on impact, and best pathways to impact.</p>	<p>Country social and economic statistics</p> <p>Independent secondary articles, reports, reviews and evaluations relevant to the Finnish country programme, as framed by the CS.</p> <p>Finnish country and relevant regional and global reports, reviews, evaluations</p> <p>Interviews</p> <p>CS documentation, including reports and management responses</p> <p>CSM guidance documentation</p> <p>Interview with</p> <ul style="list-style-type: none"> with MFA actors and stakeholders in CSM design and implementation at MFA level with country teams, including desk officers and in-country officers (current and past members) with relevant government officials with selected non-MFA sources with direct relevant knowledge on the CSM with country stakeholders, incl. in civil society, academia & the media as relevant with programme beneficiaries with country implementing partners with other in-country development partners

KEY EVALUATION QUESTION & SUB-QUESTIONS	JUDGEMENT CRITERIA	SOURCES OF INFORMATION
EQ4: Are CSs complementary, coordinated and coherent and does the CSM contribute to this? Evaluation criteria: Complementarity, coordination and coherence CS evaluation sub-questions EQ4.1 Are CSs/CS interventions aligned to country systems? EQ4.2 How well coordinated are CSs/CS interventions with other development partners? EQ4.3 How complementary are CSs/CS interventions to non-CS Finnish development cooperation in long-term partner countries? EQ4.4 How internally coherent are CSs (inter- and intra-sector)? <ul style="list-style-type: none"> Are CS interventions mutually reinforcing so that the sum of CS intervention results is more than the parts? CSM evaluation sub-questions EQ4.5 Does the CSM contribute to better alignment with partner country systems and coordination with development partners? EQ4.6 Does the CSM contribute to complementarity between channels/instruments in Finnish development cooperation in country? EQ 4.7 Does the CSM result in a coherent (inter and intra sector) CS and a CS coherent with other relevant Finnish policies??	<p>CS interventions are implemented using country systems to the maximum extent</p> <ul style="list-style-type: none"> Including systems for planning, budgeting, disbursement, implementation, reporting, monitoring/reviewing and auditing If systems are not used directly, comprehensive and timely information on Finnish country programme is available to country partners <p>Finland participates regularly and effectively (in terms of the resulting degree of coordination of the Finnish country programme) in donor coordination structures</p> <p>The CSs specific objectives and interventions are well coordinated with inputs from other development partners, in other words they represent an appropriate division of labour between the MFA and other development partners in country</p> <p>CSs and CS intervention take into account and complement other (non-CS) channels of Finnish development cooperation, and vice versa so that they contribute coherently to DPP objectives, including the CS development goal</p> <p>The CS leverages the results of specific interventions to contribute coherently to the specific objectives targeted</p> <p>The country programme as framed by the CS does not (overly) fragment Finnish development resources</p> <p>CSM guidance and actual CS design, monitoring and reporting processes and documentation appropriately emphasize complementarity with other Finnish aid channels, coordination with development partners, alignment with country systems and internal CS coherence.</p>	<p>CSs, engagement plans and all reports against strategies</p> <p>Existing evaluations, reviews and reports on the country programme</p> <p>Other relevant Finnish global and regional evaluations, reviews and reports</p> <p>Country development statistics and secondary literature on country development status and priorities</p> <p>OECD/DAC guidance, studies and reviews</p> <p>CSM guidance documentation</p> <p>Studies and reviews from other sources</p> <p>Interviews</p> <ul style="list-style-type: none"> with MFA actors and stakeholders in CSM design and implementation at MFA level with country teams, including desk officers and in-country officers (current and past members) with relevant government officials with selected non-MFA sources with direct relevant knowledge on the CSM (e.g. relevant global implementation partners) with country stakeholders, incl. in civil society, academia & the media as relevant with programme beneficiaries with country implementing partners with other in-country development partners

KEY EVALUATION QUESTION & SUB-QUESTIONS	JUDGEMENT CRITERIA	SOURCES OF INFORMATION
EQ 5 Do CSs and the CSM contribute to efficient Finnish Development Cooperation?	Evaluation criterion: Efficiency	
CS evaluation sub-questions		
EQ5.1 How well are risks identified and managed?	The risks identified in the CS represent a thorough assessment of risks and the management of risks is appropriate given development goals and objectives	Country strategies, engagement plans and all reports against strategies
EQ5.2 How efficiently are resources (money, people, partnerships) deployed in the CS country programme to deliver results?	Disbursements of Finnish resources have been predictable / timely	Existing evaluations, reviews and reports on the country programme + other relevant Finnish global and regional evaluations, reviews and reports
CSM evaluation sub-questions	The CS represents the most cost-effective choice of objectives and interventions, given Finnish resources (including financial, human and partnership resources)	CSM guidance documentation
EQ5.3 How efficient are CSM processes?	CSM processes use MFA resources (financial, human, time) efficiently to produce the RBM outcomes observed	Studies and reviews from other sources
<ul style="list-style-type: none"> How clear are CSM frameworks & guidance? How costly are CSM processes to manage CSs given the observed results from CSM? 	CSM guidance is clear, comprehensive and coherent, resulting in efficient and effective processes and documentation	Interviews <ul style="list-style-type: none"> with MFA actors and stakeholders in CSM design and implementation at MFA level with country teams, including desk officers and in-country officers (current and past members) with relevant government officials with country stakeholders, incl. in civil society, academia & the media as relevant with country implementing partners with other in-country development partners
EQ5.4 How has CSM contributed to Finnish development policy implementation efficiency and risk management?	CSM prescribed processes are appropriate to be fit for purpose in different contexts	
	The CSM has contributed to efficient implementation of Finnish development policy and sound risk management, i.e. balancing risks and benefits of intervention choices appropriately	
	CSM has contributed to the selection of interventions with most value-for-money considering expected impacts.	
	<ul style="list-style-type: none"> CSM has contributed to resource-constrained planning and targeting of results 	

KEY EVALUATION QUESTION & SUB-QUESTIONS	JUDGEMENT CRITERIA	SOURCES OF INFORMATION
EQ6: Do CSs and the CSM contribute to sustainable results from Finnish Development Cooperation?	Evaluation criterion: Sustainability	
<p>CS evaluation sub-questions</p> <p>EQ6.1 To what extent do specifically local partners/stakeholders own the CS and participate in CS interventions?</p> <ul style="list-style-type: none"> How inclusive was the process to develop the CS? Is there sufficient participation by local partners/stakeholders across programme/project cycles to support sustainability? <p>EQ6.2 How sustainable are interventions and their results (ecologically, financially, politically, institutionally)?</p> <p>CSM evaluation sub-questions</p> <p>EQ6.3 Does the CSM contribute to more sustainable Finnish DC?</p> <p>EQ6.4 How sustainable are CSM processes?</p> <ul style="list-style-type: none"> Is CSM human resource capacity building and systems adequate? Are there in-built mechanisms to enable learning on CSM? <p>EQ6.5 Does the CSM ensure CS responsiveness to better ensure sustainability in changing contexts</p>	<p>The Human Rights-based approach is integrated into the CS</p> <ul style="list-style-type: none"> The process to develop the CS, as well as processes to report on and revise the CS are inclusive of local partners and stakeholders Beneficiaries, particularly marginalized groups, participate in Finnish country programme processes across the project/programme cycle so that local ownership is built The country programme as framed by the CS contributes to rights awareness and the ability of rights-holders to claim their rights, and country duty bearers to fulfil the rights <p>The results targeted and achieved in the country programme as framed by the country strategy are sustainable, given institutional and financial factors.</p> <p>The Finnish country programme and its interventions as framed by the country strategy is ecologically sustainable and contribute to ecological sustainability</p> <p>CSM guidance and implementation prioritise sustainability (ecological, financial, institutional) of Finnish Development Cooperation results</p> <p>Capacity building at MFA and country level has been sufficient to sustain CSM processes</p> <p>Result information management systems are well developed, build on national development/result indicators to the extent possible, and will sustain CSM</p> <p>The CSM is flexible and has adapted to implementation experience, changing country contexts</p> <p>The CSM has contributed to better reporting on results from Finnish aid, which has supported the sustainability of Finnish DC</p>	<p>-Country strategies, engagement plans and all reports against strategies</p> <p>-Existing evaluations, reviews and reports on the country programme, and other Finnish evaluations, reviews and reports</p> <p>-Studies and reviews from other sources on country programmes</p> <p>-Interviews</p> <ul style="list-style-type: none"> with MFA actors and stakeholders in CSM design and implementation at MFA level with country teams, including desk officers and in-country officers (current and past members) with relevant government officials with country stakeholders, incl. in civil society, academia & the media as relevant with programme beneficiaries with country implementing partners with other in-country development partners

KEY EVALUATION QUESTION & SUB-QUESTIONS	JUDGEMENT CRITERIA	SOURCES OF INFORMATION
EQ 7: What improvements to CSs and the CSM are necessary to improve Finnish DC?		
EQ7.1 What improvements are needed relative to country priorities and changing contexts, inter alia <ul style="list-style-type: none"> on sector/programme choices and strategically extending development cooperation to new sectors or thematic areas? in modes and mechanisms of cooperation? in transitioning and phasing out/ maintaining/scaling up bilateral aid? to advance partnerships and cooperation in non-state sectors of the economy? 	<p>Improvements that will make the CS and related country programme more relevant, effective, impactful, efficient, complementary, coordinated, coherent, sustainable.</p> <p>Improvements to the CSM that will ensure that it contributes better to country programmes and to RBM in MFA.</p> <p>Improvements in the CSM that will make it more relevant to MFA needs, more efficient and more sustainable.</p>	<p>Country CS evaluation data and analysis</p> <p>Country CSM evaluation data and analysis</p> <p>Validation with key country and CSM actors and stakeholders</p>
EQ7.2 What improvements in the CSM modality are necessary to ensure more relevant, effective, impactful, efficient, coherent complementary and sustainable CSs? <ul style="list-style-type: none"> What improvements are necessary? Who should make these improvements? When should improvements be made? How should improvements be made? 		

Addressing Ethiopia-specific questions

The TOR (Annex 1 above) included some questions specific to individual partner countries. The Inception Report explained as follows how the Ethiopia-specific questions would be addressed:

- A common evaluation matrix has been prepared for use by all country study teams. While the main questions and sub-questions are standard, there is scope to customise auxiliary sub-questions and to specify country- (and sector-) specific judgement criteria and information sources. In doing so, country teams will take account of the country-specific questions and issues raised in the TOR, as well as issues and hypotheses emerging from the desk study phase of the country evaluation.
- The Ethiopia-specific questions from the TOR are shown in the following table, along with the relevant EQs from the common evaluation matrix and an explanation of how the team will ensure the specific questions are fully addressed.

Ethiopia-specific question from TOR	Relevant EQ	Comment
(a) Assess the strategic value of <ul style="list-style-type: none"> • the sector approach for Rural Economic Development and Water. • SNE programme and possible mainstreaming to GEQIP II. 	EQ3.2 To what extent does the CS TOC pathway support likely contributions to impacts?	For each of the three subsectors mentioned in this specific question (rural development, WASH, education/SNE), the team will test assumptions 4, 5, 6, 7 and 8 of the draft TOC (see the diagram and assumptions above), recognising that each assumption may hold true for one sector but not another.
(b) The evaluation should make justified recommendations on <ul style="list-style-type: none"> • how to extend strategic support to new sectors in the future, as needs of Ethiopia is changing following the economic growth and increasing domestic revenue? • how technical cooperation between institutions (for instance ICI) could be formalized as part of Country cooperation framework? 	EQ7.1 What improvements are needed relative to country priorities & changing contexts, inter alia <ul style="list-style-type: none"> • on sector/programme choices and strategically extending development cooperation to new sectors or thematic areas? • in modes and mechanisms of cooperation? 	To facilitate well-founded recommendations on (b), the team will include a very light review of how some other donors are adapting to Ethiopia's changing economic circumstances and growing revenue, and the team will also review experience to date of ICI in Ethiopia

This approach is reflected in the main text of the present report.

Evaluation criteria and other terminology

Table 5 below shows the definitions used for the main evaluation criteria. Table 6 below explains other key terms, namely aid effectiveness, results-based management (RBM) and the human rights based approach (HRBA).

Table 5 Evaluation criteria

Evaluation criterion	Definition
Relevance	The extent to which the CS objectives and its implementation are consistent with the priorities and rights of partner country stakeholders and beneficiaries; partner country development policies and priorities; and Finnish development policies. The extent to which the CSM has been relevant to OECD / DAC best practices.
Effectiveness	The extent to which the CSM's and CSs' objectives were achieved, or are expected to be achieved, taking into account their relative importance, directly and indirectly.
Efficiency	A measure of how economically resources/inputs (funds, expertise, etc.) are converted to results.
Sustainability	The continuation of benefits from an intervention after major assistance has been completed. The probability of long-term benefits. The resilience to risk (ecological, financial and institutional) of the net benefit flows over time.
Impact	Positive and negative, primary and secondary long-term effects produced by the CS or likely to be produced, directly or indirectly, intended or unintended.
Coherence	The consistency of policy/programme elements of the CS with each other (do they complement each other in a positive, mutually reinforcing way?), as well as the consistency of the CS with non-development cooperation policies of Finland, such as trade, foreign and security and human rights policies, as appropriate.
Coordination	The complementarity, cooperation and division of labour of the CS in relation to other donors
Complementarity	The degree to which the CS complements and/or takes into consideration other instruments of Finnish development cooperation that are not incorporated into the strategy

Table 6 Terms associated with approaches to development cooperation

Term	Definition
Aid effectiveness	<p>Aid effectiveness is about delivering aid in a way that maximises its impact on development and achieves value for aid money.</p> <p>A narrow definition of aid effectiveness would refer simply to the relationship between aid and its outcomes, in other words aid effectiveness is an assessment of the effectiveness of development aid in achieving economic or human development. In common usage however, the term is strongly associated with the key principles in respect of how aid is delivered to achieve this outcome. These principles have been agreed between partner countries and development partners through a series of High Level Forums on Aid Effectiveness and include ownership, alignment, harmonisation, a focus on results, and mutual accountability. The evaluation will use the term to refer to the application of these principles towards effective use of development aid. This is in line with the MFA Evaluation Manual, according to which an assessment of aid effectiveness would focus on evaluating the implementation of Paris Declaration principles</p> <p><i>Source: Killian, B, 2011: How much does aid effectiveness improve development outcomes, Busan Background Papers, OECD DAC; MFA Evaluation Manual</i></p>

Term	Definition
Results-based management	<p>The MFA guideline on results-based management defines it as follows: Results based management therefore involves shifting management approach away from focusing on inputs, activities and processes to focusing more on the desired results. OECD/ DAC defines RBM as “<i>A management strategy focusing on performance and achievement of outputs, outcomes and impacts</i>”. In conclusion, results based management in development cooperation is simultaneously:</p> <ul style="list-style-type: none"> • An organizational management approach, based on a set of principles; • An approach utilizing results based tools for planning, monitoring and evaluating the performance of development projects and programs. <p><i>Source: MFA, 2015: Results-based management in Finland’s Development Cooperation, Concepts and Guiding Principles, MFA.</i></p>
Human rights-based approach	<p>HRBA means that human rights are used as a basis for setting the objectives for development policy and cooperation. In addition, it means that the processes for development cooperation are guided by human rights principles.</p> <p>Finland’s human rights-based approach is in line with the UN Statement of Common Understanding on Human Rights-Based Approaches to Development Cooperation and Programming (the Common Understanding) adopted by the United Nations Development Group (UNDG) in 2003, which stipulates that:</p> <ul style="list-style-type: none"> • All programmes of development co-operation, policies and technical assistance should further the realisation of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments; • Human rights standards contained in, and principles derived from, the Universal Declaration of Human Rights and other international human rights instruments guide all development cooperation and programming in all sectors and in all phases of the programming process; • Development cooperation contributes to the development of the capacities of ‘duty-bearers’ to meet their obligations and/or of ‘rights-holders’ to claim their rights. <p><i>Source: MFA, 2015a: Human Rights Based Approach in Finland’s Development Cooperation. Guidance Note, 2015</i></p>

ANNEX 4: COUNTRY DATA

Table 7 Basic indicators

Indicator	Note #	Year/ period* (*see notes)	Ethiopia
Population (millions)	1	1990	48.06
		2000	66.44
		2014	96.96
Population under 5 (thousands)	2	2012/2013	14,248.90
Population Growth Rate (annual %)	3	1990	3.4
		2000	2.9
		2014	2.5
GDP/capita (current USD)	4	1990	253.3
		2000	124.1
		2014	565.2
Agriculture, value added (% of GDP)	5	1990	52.0
		2000	47.8
		Most recent	42.3
Industry, value added (% of GDP)	6	1990	9.8
		2000	12.2
		Most recent	15.4
Services, value added % of GDP)	7	1990	38.2
		2000	40.0
		Most recent	42.2
Poverty headcount ratio at \$1.25 a day (PPP) (% of population)	8	1990s	
		early 2000s	
		Most recent	36.8
Poverty headcount ratio at national poverty lines (% of population)	9	1990s	45.5
		early 2000s	38.9
		Most recent	29.6
Life expectancy at birth, total (years)	10	1990	47
		2000	56
		2013	64
Political Stability (estimates)	11	1996	-1.10
		2000	-1.01
		2014	-1.24
Political stability (rank)	12	1996	15.87
		2000	17.31
		Most recent	9,71
Adult literacy rate (%)	13	2008-2012	39%

Indicator	Note #	Year/ period* (*see notes)	Ethiopia
Urban population growth (annual %)	14	1990	5.4
		2000	4.2
		2014	4.8
Corruption Index (Score)	15	2008	2.6
		2011	2.7
		2014	33
Corruption Index (rank) (out of 175)	16	2008	126
		2011	120
		2014	110
Rule of Law Index, rank (out of 102)	17	2015	91
Ease of Doing Business Ranking (ranked out of 189)	18	2014	132
Democracy Index (scores)	19	2006	4.72
		2014	3.72
Inequality Adjusted Human Development Index (IHDI)	20	2011	0.247
		2013	0.307
Gender Inequality Index (GII)	21	2013	0.547
Gini Index	22	1990s	40
		2000s	29.8
		Most recent	33.6
Income share held by highest 10%	23	1990s	33.8
		2000s	25.6
		Most recent	27.5
Income share held by lowest 10%	24	1990s	3
		2000s	4.1
		Most recent	3.2

End notes (# reference in column in table):

1. World Bank Data Indicators (all World Bank data available from: www.data.worldbank.org).
2. UNICEF Statistics (available from UNICEF statistics country pages). Data is from 2013.
3. World Bank Data Indicators.
4. World Bank Data indicators.
5. World Bank Data indicators. *The 'value' added indicated the net output of a sector after adding up all outputs and subtracting intermediate inputs.* 'Most recent data' is from 2014.
6. World Bank Data indicators. *See note above on indicator definition.* 'Most recent data' is from 2014.
7. World Bank Data indicators. *See note above on indicator definition.* 'Most recent data' is from 2014.
8. World Bank Data indicators. *The indicator highlights the percentage of the population living on less than \$1.25 a day (at 2005 international prices). The PPP exchange rate has been revised, meaning that poverty rates for individual countries cannot be compared with poverty rates of previous periods.* 1990s and 2000s data not available for Ethiopia. Most recent data for Ethiopia is 2010.
9. World Bank Databank. *This indicator shows the percentage of the population living below the national poverty lines (based on population-weighted sub-group estimates).* 'Most recent data' is from 2010.

10. World Bank Data Bank.
11. Worldwide Governance Indicators Project. *Estimate of governance (ranges from approximately -2.5 (weak) to 2.5 (strong) governance performance).*
12. Worldwide Governance Indicators Project. *Percentile rank among all countries (ranges from 0 (lowest) to 100 (highest) rank).*
13. UNICEF Statistics (country statistics tables). *Percentage of those aged above 15 years of age who are literate.*
14. World Bank Data Indicators.
15. Transparency International Corruption Perception Index (CPI). *The CPI measures the perceived levels of public sector corruption. As part of the update to the methodology used to calculate the CPI in 2012, a new scale of 0–100 was established (with 0 being 'Highly Corrupt' and 100 being 'Very Clean'). Because of the update in the methodology, CPI scores before 2012 are not comparable over time.*
16. Transparency International Corruption Index. See note above.
17. World Justice Project (available at: www.worldjusticeproject.org). *The rankings are based on scores from 0–1 (with 1 indicating strongest adherence to the rule of law) and out of 102 countries.*
18. World Bank Group, Doing Business Rankings. *A high ease of doing business ranking (with 1 being the highest out of 189 economies ranked) indicates that the regulatory environment is more conducive to starting and operating a local business. Rankings are based on aggregated scores in 10 topic areas against various indicators.*
19. Economist Intelligence Unit, Democracy Index. *The democracy index covers 165 countries around the world, with scores captured against five categories (electoral process, functioning of government, political participation, political culture, and civil liberties) and averaged to give a score from 1–10 (with 10 being the highest score of democracy).*
20. UNDP Human Development Index (available at: <http://hdr.undp.org/en/content/inequality-adjusted-human-development-index-ihdi>). *The IHDI is 'the actual level of human development (accounting for inequality)' (UNDP, 2010), it is scored on the same scale as the Human Development Index but takes into account distribution of achievements of health/education and income amongst the population. It is scored on a scale of 0–1 (with 1 being the highest).*
21. UNDP Gender Inequality Index (available at: <http://hdr.undp.org/en/content/gender-inequality-index-gii>). *The GII values range between 0–1, with 0 being 0 percent inequality; and 1 being 100 percent inequality.*
22. World Bank Data Gini Index (available at <http://data.worldbank.org/indicator/SI.POV.GINI>). *Gini index measures the extent to which the distribution of income (or, in some cases, consumption expenditure) among individuals or households within an economy deviates from a perfectly equal distribution. It is on a scale from 0 to 100 where 0 indicates perfect equality and 100 perfect inequality. 'Most recent data' is from 2010. 1990s data is from 1995. 2000s data is from 2005.*
23. World Bank Data, Development Research Group (available at <http://data.worldbank.org/indicator/SI.DST.10TH.10/countries>). *Percentage share of income or consumption is the share that accrues to subgroups of population indicated by deciles or quintiles. 'Most recent data' is from 2010. 1990s data is from 1995. 2000s data is from 2005.*
24. World Bank Data, Development Research Group (available at <http://data.worldbank.org/indicator/SI.DST.FRST.10/countries>). *'Most recent' data is 2010. 1990s data is from 1995. 2000s data is from 2010.*

Table 8 MDG outcomes

Goal	Target	Indicator	Period*	Ethiopia
Goal 1: Eradicate Extreme Poverty and Hunger	Reduce extreme poverty by half	Proportion of population living below \$1.25 (PPP) per day (%)	First year	63.20
			Latest year	36.79
			% change	-42
			Progress level (enrolment)**	very high
	Reduce hunger by half	Proportion of population below minimum level of dietary energy consumption (%)	First year	74.80
			Latest year	32.00
			% change	-57
			Progress level (hunger)	high
	Progress against goal***			On target by 2020
	Goal 2: Achieve Universal Primary Education	Universal primary schooling	Net enrolment ration in primary education (enrolees per 100 children)	First year
Latest year				66.10
% change				244
Progress level (enrolment)				low
Progress against goal			On target by 2020	
Goal 3: Promote Gender Equality and Empower Women	Equal girls' enrolment in primary school	Ratio of girls to boys in primary education	First year	0.66
			Latest year	0.87
			% change	33
			Progress level (parity)	away from parity
	Women's share of paid employment	Share of women in wage employment in non-agricultural sector (%)	First year	40.90
			Latest year	38.80
			% change	-5
			Progress level (share)	medium
	Women's equal representa- tion in national parliaments	Proportion of seats held by women in national parliament (single or lower house only – %)	First year	2.00
			Latest year	27.80
			% change	1289
			Progress level (representation)	moderate
	Progress against goal			Off target by 2020
	Goal 4: Reduce child mortality	Reduce mortality of under-five-year-olds by two thirds	Under-five mortality rate (deaths of children per 1,000 births)	First year
Latest year				64.40
% change				-69
Progress level (mortality)				moderate
Progress against goal			Achieved in 2014	

Goal	Target	Indicator	Period*	Ethiopia
Goal 5: Improve maternal health	Reduce maternal mortality by three quarters	Maternal mortality ratio (maternal deaths per 100,000 live births)	First year	1400.00
			Latest year	420.00
			% change	-70
			Progress level (mortality)	high
	Access to universal reproductive health	Contraceptive preva- lence rate (percentage of women aged 15–49, married or in union, using contraception)	First year	4.80
			Latest year	34.20
			% change	613
			Progress level (access)	low
		Unmet need for family planning (percentage of women aged 15–49, married or in union, with unmet need for family planning)	First year	36.60
			Latest year	24.30
			% change	-34
			Progress level (access)	low access
	Progress against goal			Off target by 2020
Goal 6: Combat HIV/ AIDS, malaria and other diseases	Halt and begin to reverse the spread of HIV/AIDs	HIV incidence rate (number of new HIV infections per year per 100 people aged 15–49)	First year	0.26
			Latest year	0.03
			% change	-88
			Progress level (incidence)	low
	Halt and reverse the spread of tuberculosis	Number of new cases per 100,000 population	First year	369.00
			Latest year	224.00
			% change	-39
			Progress level (mortality)	high
		Number of deaths per 100,000 population	First year	89.00
			Latest year	32.00
			% change	-64
			Progress level (mortality)	high
	Progress against goal			On target by 2020

Goal	Target	Indicator	Period*	Ethiopia
Goal 7: Ensure environmental sustainability	Reverse loss of forests	Proportion of land area covered by forest (%)	First year	13.80
			Latest year	11.20
			% change	-19
			Progress level (forest cover)	medium
	Halve proportion without improved drinking water	Proportion of population using an improved drinking water source (%)	First year	13.20
			Latest year	57.30
			% change	334
			Progress level (coverage)	low
	Halve proportion without sanitation	Proportion of population using an improved sanitation facility (%)	First year	2.60
			Latest year	28.00
			% change	977
			Progress level (coverage)	very low
	Improve the lives of slum-dwellers	Proportion of urban population living in slums (%)	First year	95.50
			Latest year	73.90
			% change	-23
			Progress level (proportion)	very high
Progress against goal			On target by 2020	
Goal 8: Develop a global partnership for development	Internet users	Internet users per 100 inhabitants	First year	0.00
			Latest year	2.90
			% change	–
			Progress level (usage)	very low
	Progress against goal			On target by 2020

Notes:

* First and latest years vary by indicator, and are in line with the earliest and latest data available in line with the UN Statistics Division MDG Country snapshots (available at: <http://mdgs.un.org/unsd/mdg/Host.aspx?Content=Data/snapshots.htm>). More recent data is likely to be available against each of the indicator tables and this will be taken into account during implementation.

** The 'progress level' is based on the progress scorings indicated by the UN Statistics Division, in line with the UN Technical Note on Progress Level (available at: <http://mdgs.un.org/unsd/mdg/Resources/Static/Products/Progress2013/Snapshots/technicalnote.pdf>). What the progress level reflects (i.e. level of mortality, coverage, enrolment etc.) is indicated in brackets against each indicator.

*** Progress against the goal is based on the indications (and expected years of fulfilment) detailed on the MDG Monitoring Progress tool (available at: <http://www.mdgtrack.org/index.php?m=1&tab=h>). The methodology for predicting year of fulfilment (where not already fulfilled) is described and is based on extrapolating linear or quadratic econometric estimates, based on frequency and nature of the data.

Table 9 Aid expenditure by aid channel

	2008	2009	2010	2011	2012	2013	2014	Total	% share
Bilateral aid	5,258	11,070	13,461	10,765	17,589	8,707	20,776	87,626	65.0%
CSO support	2,748	2,900	2,384	2,230	2,175	2,405	2,386	17,228	12.8%
Concessional credits	0	0	0	0	0	0	0	0	0.0%
FLC/PYM	648	414	719	545	363	316	362	3,367	2.5%
Humanitarian assistance	950	1,100	700	2,000	1,048	1,000	2,500	9,298	6.9%
ICI	0	0	146	145	311	108	395	1,105	0.8%
Other	1,480	1,382	1,949	1,325	2,731	3,011	4,396	16,274	12.1%
Total:	11,084	16,866	19,359	17,010	24,217	15,547	30,815	134,898	100%

Source: MFA Statistics Unit 2016

Table 10 Finnish aid to Ethiopia by sector, 2008–2014

Sector	2008	2009	2010	2011	2012	2013	2014	2008-2011		2012-2014		2008-2014	
	€	€	€	€	€	€	€	€	%	€	%	€	%
Water and Sanitation	5 317 827,00	7 451 609,00	9 000 666,00	5 223 999,00	6 288 187,00	5 580 027,00	6 866 386,00	26 994 101,00	42	18 734 600,00	29	45 728 701,00	36
Education	710 003,00	4 251 536,00	4 475 005,00	5 078 990,00	10 226 019,00	923 045,00	8 959 829,00	14 515 534,00	23	20 108 893,00	31	34 624 427,00	27
Humanitarian Aid	950 000,00	1 270 011,00	700 000,00	2 018 359,00	1 077 860,00	1 071 276,00	2 500 000,00	4 938 370,00	8	4 649 136,00	7	9 587 506,00	7
Administrative costs of donors	981 321,00	1 111 400,00	1 563 131,00	1 317 951,00	1 814 675,00	2 342 441,00	201 339,00	4 973 803,00	8	4 358 455,00	7	9 332 258,00	7
Agriculture	38 134,00	167 330,00	238 552,00	227 596,00	129 128,00	1 310 113,00	5 490 652,00	671 612,00	1	6 929 893,00	11	7 601 505,00	6
Multisector/cross-cutting	728 671,00	521 790,00	284 956,00	1 195 275,00	1 958 886,00	2 151 079,00	227 391,00	2 730 692,00	4	4 337 356,00	7	7 068 048,00	6
Other social infrastructure and services	982 926,00	837 841,00	1 057 358,00	941 567,00	864 006,00	950 533,00	129 498,00	3 819 692,00	6	1 944 037,00	3	5 763 729,00	4
Government and civil society	384 630,00	671 869,00	606 568,00	216 573,00	192 410,00	106 833,00	32 052,00	1 879 640,00	3	331 295,00	1	2 210 935,00	2
Unallocated/unspecified	69 350,00	168 495,00	923 576,00	218 460,00	211 739,00	510 950,00	-	1 379 881,00	2	722 689,00	1	2 102 570,00	2
Health	393 435,00	353 955,00	343 704,00	402 586,00	210 052,00	88 810,00	43 932,00	1 493 680,00	2	342 794,00	1	1 836 474,00	1
Communication	-	-	-	-	933 000,00	366 000,00	-	0,00	0	1 299 000,00	2	1 299 000,00	1
Mineral resources and mining	-	-	146 421,00	145 018,00	203 069,00	-	-	291 439,00	0	203 069,00	0	494 508,00	0
Industry	9 683,00	-	19 806,00	-	107 719,00	119 553,00	-	29 489,00	0	227 272,00	0	256 761,00	0
Refugees in donor countries	166 583,00	-	-	-	-	-	-	166 583,00	0	0,00	0	166 583,00	0
Energy generation and supply	86 115,00	60 298,00	-	-	-	-	-	146 413,00	0	0,00	0	146 413,00	0
Commodity aid and general programme assistance	-	-	-	-	-	25 982,00	25 811,00	0,00	0	51 793,00	0	51 793,00	0
Trade policy and regulations and trade-related adjustments	-	-	-	13 158,00	-	-	-	13 158,00	0	0,00	0	13 158,00	0
Business and other services	-	-	-	11 333,00	-	-	-	11 333,00	0	0,00	0	11 333,00	0
Totals	10 818 678,00	16 866 134,00	19 359 743,00	17 010 865,00	24 216 750,00	15 546 642,00	24 476 890,00	64 055 420,00	100	64 240 282,00	100	128 295 702,00	100

Source: OECD DAC, see Annex 5 of the Inception Report.

ANNEX 5: CHRONOLOGY OF KEY EVENTS AND FINNISH DEVELOPMENT COOPERATION WITH ETHIOPIA

Year	MFA engagement	Other events
1967	<ul style="list-style-type: none"> Finland enters into development cooperation with Ethiopia. 	
1982	<ul style="list-style-type: none"> Ethiopia selected as a programme country for Finland's development cooperation and the amount of aid was increased. 	
1980s	<ul style="list-style-type: none"> Finland starts to support GoE in the field of Special Needs Education / Inclusive education. 	
1992		<ul style="list-style-type: none"> The Ethiopian Government begins to implement an economic reform programme.
1994	<ul style="list-style-type: none"> The Rural Water Supply & Environmental Programme (RWSEP) initiated in Amhara National Regional State (ANRS); operated in four phases: Phase I (1994 – 1999), Phase II (1999 – 2003), Phase III (2003 – 2007) and Phase IV (2007 – 2011) 	
2001		<ul style="list-style-type: none"> The Development Assistance Group (DAG) established as a forum for donors to share and exchange information to foster meaningful dialogue with Government. It comprises 28 bilateral and multilateral development agencies, including Finland.
2003	<ul style="list-style-type: none"> RWSEP initiates the Community Development Fund (CDF) model 	
2005		<ul style="list-style-type: none"> Ethiopia launches first five-year Plan for Accelerated and Sustainable Development to End Poverty (PASDEP). Violence follows elections, and suspension of General Budget Support follows.
2006		<ul style="list-style-type: none"> Government starts implementing the University Access Plan (UAP) for improved water supply, sanitation and hygiene (WASH).
2007	<ul style="list-style-type: none"> Special Needs Education Programme in Ethiopia (2008 – 2012) agreed in bilateral negotiations between Finland and Ethiopia. 	

Year	MFA engagement	Other events
2009	<ul style="list-style-type: none"> Governments of Ethiopia and Finland agree on principles and key areas for cooperation for the coming years and included land administration as a new area of cooperation. On the basis of the initial preparations Finland allocates funds (EUR 12.8m) for a programme called Responsible and Innovative Land Administration for Ethiopia (REILA). Technical Assistance to the Watershed Monitoring and Evaluation (WME) Component of the Tana Beles Integrated Water Resources Development Project (TBIWRDP) begins. Start of the Rural Water Supply, Sanitation and Hygiene Programme in Benishangul Gumuz Region, Ethiopia (FinnWASH). A decision is made to downsize the number of FLC projects funded to ten. The General Education Quality Improvement Program Phase I (GEQIP I) is launched to support the GoE in improving the quality of general education. It was financed by a pooled funding arrangement, including Finland. 	<ul style="list-style-type: none"> Ethiopia CSO legislation comes into effect with two of the long-term Finnish FLC partners forced to terminate. These two FLC partners in human rights, EHRCO and EWLA, were blocked from using money in their bank accounts that were credited before the enactment of the. The donor community appealed against this but were not hopeful of getting a result. Government of Ethiopia launches a major, nationwide reform programme to improve the quality of general education.
2010	<ul style="list-style-type: none"> Evaluation of the country programme is conducted, concluding that Finland's development cooperation with Ethiopia in 2000-2008 has been focused, relatively coherent and highly relevant. Evaluation of the Finnish Development Cooperation in the Water Sector. Ethiopia is one of three case studies. The Community Funding Mechanism (CDF) in Ethiopia is shown to be a good example for replicability (it is accepted by the Government of Ethiopia as one of official financing mechanisms in the water and sanitation sector (WASH). Mid-term Review of the Special Needs Education Programme (2008-2012), which is found to be relevant and timely in view of supporting children with special needs in the country and helping Ethiopia MDGs. 	<ul style="list-style-type: none"> Next five year Growth and Transformation Plan - GTP (2010/11-2014/15) begins. It sets the vision of Ethiopia becoming a middle-income country and carbon-neutral economy by 2025. Ruling parties win all seats in the federal parliamentary election.

Year	MFA engagement	Other events
2011	<ul style="list-style-type: none"> REILA project starts in August, having been expected to start in December 2010. Start of the Community-led Accelerated WASH in Ethiopia (COWASH) programme (Phase I 2011-2014). The overall objective of the Project is “accelerated implementation of the Universal Access Plan (UAP) through the adoption and application of community-led WASH Window Two financing mechanism”. Finland commits to long-term cooperation in the land sector focusing on land administration through support of the Government’s programme called Ethiopia Sustainable Land Management Investment Framework (ESIF). Cooperation executed as a bilateral project in parallel with the on-going Sustainable Land Management Project (SLMP) managed by the World Bank and executed by the Government. Mid-term review of FinnWASH shows that the programme is on track to reach nearly all the objectives in the PD fully. 	
2012	<ul style="list-style-type: none"> Start of three-year Euro 10.4 million (9.3 million Euro Finnish funding) pilot programme, AgroBIG (Agro-Business Induced Growth in the Amhara National Regional Stat). AgroBIG aims to reduce poverty through agriculture-based economic growth. 	
2013	<ul style="list-style-type: none"> First Country Strategy for Development Cooperation with Ethiopia 2013-2016. Finland concentrates on three sectors in Ethiopia: education, water and rural economic development. Strategy aligns Finland’s support with Ethiopian plans and programmes, in particular the Growth and Transformation Plan, and sectoral water and education programmes. Study commissioned by MFA to create evidence-based knowledge and recommendations on the operationalization of human rights-based approaches in the Finnish development cooperation. Ethiopia one of two case studies. Bilateral project to Enhance Inclusive Education Capacity by providing technical support for strengthening inclusive education in teacher education and resource centres in three target regions (Oromia, Addis, Ababa and SNNP) starts. During the first year of implementation, the Project revises the curriculum of the course in Special Needs Education/Inclusive Education (SNE/IE) used in teacher training. The bilateral Watershed Management Monitoring and Evaluation Project, as part of the Tana Beles Integrated Water Resources Management Programme, closes. First phase of the General Education Quality Improvement Programme (GEQIP), which Finland supports through a pooled funding mechanism, comes to an end and GEQIP II implementation starts. 	<ul style="list-style-type: none"> European Union delegation and EU member states adopt an EU Joint Cooperation Strategy (JCS) which lays building blocks for EU+ Joint programming in Ethiopia. Ethiopia launches the Sector Wide Approach (SWAP) to Water, Sanitation, and Hygiene (WASH). The ONEWASH programme; brings together four ministries- Water Resources, Health, Education, and Finance & Economic Development- in a bid to modernise the way water and sanitation services are delivered. (Finland contributed to its preparation).

Year	MFA engagement	Other events
2014	<ul style="list-style-type: none"> The second phase of GEQIP starts and will run till 2018. The total investment is USD 550 million including Finland contribution of EUR 19.9 million. School Grants for school improvement take half of the overall GEQIP II budget. Finland is co-chairing the Inclusive Education Task Force which brings MOE and NGOs to the same table to share information and discuss issues of SNE. New bilateral Agreement between Finland and Ethiopia signed for the second phase of the COWASH project. The FLC long term partnerships changed to a maximum of 5 year partnerships. Partnerships could still be restarted after a break of some years. A new theme 'Aid for Trade' brought under the FLC. 	
2015	<ul style="list-style-type: none"> Mid Term Evaluation of AgroBIG carried out. Mid Term Evaluation of REILA carried out. In mid-2015 the FinnWASH programme phased out. Decision made to provide no-cost extension to the Agro-big project until the end of 2016. 	

ANNEX 6: UPDATED LOGIC MODEL AND RESULTS FRAMEWORK FOR ETHIOPIA COUNTRY STRATEGY

Table 11 Logic Model (updated 16.2.2016)

Country development goal: To become a country where democratic rule, good-governance and social justice reign, upon the involvement and free will of its peoples and once extricating itself from poverty to reach the level of middle-income economy as of 2020–2023				
Country Development result	Finland's objectives	Finland's specific objectives	Instruments, inputs and resources	Key assumptions
Accelerated and sustained agricultural growth and rural development secured	Contribute to poverty reduction at small-holder farmer level through support to agriculture based economic growth	Efficient and profitable value chains of selected crops/products established and benefiting the involved stakeholders along the chain (farmers, processing industries, traders and buyers)	<u>Instruments:</u> (Bilateral) Programme for Agro-Business Induced Growth in the Amhara National Regional State (AGRO-BIG) (Bilateral) Project for Responsible and Innovative Land Administration in Ethiopia REILA	No unusually serious natural disasters (drought, flood, etc.) No major plagues / diseases affecting the agricultural production GoE authorities open to include private sector stakeholders GoE finance does not decrease significantly from the planned
	Improved rural land tenure security and sustainable management of natural resources in order to improve livelihood and economic wellbeing of the rural population	Improvement of rural land tenure security through strengthening the land administration system in Ethiopia	Policy dialogue and participation in sector coordination mechanisms Local Cooperation Funding to Ethiopian environmental projects of CSOs <u>Inputs and resources:</u> Counsellor (Water and Rural Economic Development), and Water and Agriculture Growth as well as Land administration Advisors at the Embassy, and MFA Desk and Advisors	
		Improvement of livelihoods of rural households through enhanced productivity and promotion of sustainable land use practices		

Country development goal: To become a country where democratic rule, good-governance and social justice reign, upon the involvement and free will of its peoples and once extricating itself from poverty to reach the level of middle-income economy as of 2020–2023				
Country Development result	Finland's objectives	Finland's specific objectives	Instruments, inputs and resources	Key assumptions
Infrastructure services expanded and the foundation for long term sustained growth and development strengthened	Improved access to potable water and improved sanitation and hygiene services in rural Ethiopia	Increased pace of water point and latrine construction and their improved sustainability through the CMP approach.	<u>Instruments:</u> Bilateral project (COWASH) Technical inputs to the development of SWAp in WASH sector and the One WASH Programme Policy dialogue and participation to sector coordination mechanisms <u>Inputs and resources:</u> Counsellor (Water and Rural Economic Development), and Water and Agriculture Growth Advisor at the Embassy, and MFA Desk and Advisors	GoE continues its commitment to CMP approach GoE finance does not decrease significantly from the planned
	Improved quality of general education Addressing inequalities improved, especially with regard to children with special educational needs	Improved teaching and learning conditions in general education Strengthened institutions at different levels of the education management Improved access and learning support for children with special educational needs	<u>Instruments:</u> General Education Quality Improvement Programme (GEQIP) II (multidonor programme) Special Needs Education Programme (bilateral) Policy dialogue and participation in donor fora Small projects of Finnish and local NGOs supporting special needs education <u>Inputs and resources:</u> Counsellor (Education), Education Advisor at the Embassy and Sector Advisors at MFA, Desk in MFA, FNBE framework agreement	GoE finance for Education Sector does not decrease Donors continue to support GEQIP II GoE policy commitment towards inclusive education
MDGs in the social sectors achieved				

Country development goal: To become a country where democratic rule, good-governance and social justice reign, upon the involvement and free will of its peoples and once extricating itself from poverty to reach the level of middle-income economy as of 2020–2023				
Country Development result	Finland's objectives	Finland's specific objectives	Instruments, inputs and resources	Key assumptions
Capacity of civil service to implement GoE policies and plans and participation of citizens and CBOs in the development process enhanced	Strengthened capacity of the civil service, CBOs and citizens in the development processes	Increased participation of citizens and CSOs in the development processes within interventions supported by Finland	<u>Instruments:</u> Capacity building through bilateral projects	GoE willing to improve citizens and CBOs participation
		Increased participation of the civil society in GoE development planning, monitoring and evaluation through sector platforms in those sectors where Finland is involved	Dialogue and activities of all interventions financed by Finland	GoE committed to improving its capacity in governance
			Small projects of Finnish and local NGOs	
			<u>Inputs and resources:</u> Ambassador, Head of Cooperation, Counsellors, Advisors, FLC Programme Officer,	

Table 12 Results Monitoring Framework (as attached to 2015 Annual Report)

Development Goal	Indicators (see the attachment for sources)	2012 baseline	2013		2014		2015		2016		comments
			target	achieved	target	achieved	target	achieved	target	achieved	
To become a country where democratic rule, good-governance and social justice reign, upon the involvement and free will of its peoples and once extricating itself from poverty to reach the level of middle-income economy as of 2020–2023.	Proportion of people whose income is less than \$1.25 a day	38.8% (2011)		30.7% (2011)		N/A		N/A			
	GNI/capita	\$340(2011)	510 GoE	\$470	550 GoE	\$550		550\$ (WB)			according to GoE \$632 (FY13/14) achieved
	Human Development Index Ranking	174		173		173		173			
	GINI Index	29.8 (2005)		33.6 (2011)		N/A		33.6 (2013)			
	EU Democracy Index Ranking	123		118		124		123 (2015)			
	Corruption Perception Index (CPI) Ranking	113		111		110		103 (2015)			
Country Development Result 1 and related Finland's objectives	Key indicators showing the progress towards the development result and Finland's objectives	2012 baseline	2013		2014		2015		2016		comments
1. Accelerated and sustained agricultural growth and rural development secured	Male/female headed farmers certified with second level land owner ship certification (in million).	0.93	2.19	0.11	2.84	0,211	3.69	0.365 (M77%, F17%, both spouses 6%)*	n/a		GTP indicator. Baseline from GTP Annual Progress report 2011/12. Figures are annual, not cumulative. Second level registration is more accurate than first level including geographical coordinates
	Growth rate of agricultural and allied activities %	7.6%	8%	7.1%	8%	n.a.	8%	7.6%			GTP indicator.
	Increase in the annual household income from supported value chains in targeted areas by social status and gender.	17.535						26.366			Baseline survey yet to be implemented. Social status refers to poverty levels.
1.1 Contribute to poverty reduction at small holder farmer level through support to agriculture based economic growth.											
1.2 Improved rural land tenure security and sustainable management of natural resources in order to improve livelihood and economic wellbeing of the rural population.	Number of landholding rights certificates issued through the support of REILA land administration project. Cumulative figure.	0				8,600		13,825			No target for number of certificates set, only target worded as: REILA support focuses more on putting the conditions in place for cadastral survey, registration and issuing certificates, than actual certification that follows it. Number of certificates is still a good indicator on the successfulness of the support.

Related Finland's Specific Objectives	Key Indicators showing the progress towards Finland's specific objectives	2012 baseline	2013		2014		2015		2016		comments
			target	achieved	target	achieved	target	achieved	target	achieved	
1.1.1 Efficient and profitable value chains of selected crops/products established and benefiting the involved stakeholders along the chain (farmers, processing industries, traders and buyers).	Reduced percentage of on-farm post-harvest losses among participating farmers (AgroBIG project).			Baseline survey conducted	8-15%			7,1-7,4 %			
	Volume and value of agricultural production and processed products (AgroBIG project).				2.9 Ton (14,358 ETB)			1.3 Ton (3,2782 ETB)			Mecha district (Onion), Inception phase completed in 2013, data expected for 2014.
					1.12 Ton (2676 ETB)			n.a.			Fogera district (Potato), Inception phase completed in 2013, data expected for 2014.
1.2.1 Improvement of rural land tenure security through strengthening the land administration system in Ethiopia	Number of Woredas where cadastral survey using ortho-photos has been completed and second level registration of landholding rights has started.	0	4	4	9		20	11 (under work, not completed)			The targets are only for REILA direct intervention but the number of woredas is expected to increase through scale-up by GoE and other development partners
	Percentage of the target Kebeles continuously updating records in the register, and keeping the related documents in safe archives (out of those having completed registration).	n/a	n/a	n/a	100%		100%		100%		The data is collected from 2014 onwards through REILA progress reports
1.2.2 Improvement of livelihoods of rural households through enhanced productivity and promotion of sustainable land use practices.	Number of hectares rehabilitated/treated with soil and water conservation measures, and with improved community management system in the Tana sub-basin micro-watersheds	20,000		50,000	61,355	n.a.		n.a.			Target based on Tana Beles project revised target. Achievement data on Tana Beles WME progress reporting.
	Increased (%) average yields of crops in the targeted Tana sub-basin micro-watersheds.	Cereals 1485kg/ha, pulses 1,332 kg/ha, oilseeds 765 kg/ha, horticultural crops 5640 kg/ha	25%	Cereals 1.7%, pulses -7.7%, oilseeds -5.9%, horticultural crops 7.6%		n.a.		n.a.			Baseline data from survey of 2010/11. 2013 data from follow-up survey. Pulses and oilseeds were affected by a disease and have thus degenerated. Compared to control areas all except pulses had better yield in the target area.

Country Development Result 2 and related Finland's objectives	Key indicators showing the progress towards the development result and Finland's objectives	2012 baseline	2013		2014		2015		2016		comments
			target	achieved	target	achieved	target	achieved	target	achieved	
2. Infrastructure services expanded and the foundation for long- term sustained growth and development strengthened.	National water supply coverage (%), 1,5km radius, rural and urban	58.25%	87%	68.4%	93%	76.7 %	98.5%	84.0 %	n/a		Target from GTP, Baseline from National WASH Inventory data of June 2012. 2014 Figures from 2006EFY annual performance evaluation/ MoWIE (only access figures, not coverage figures)
	Reduction of non-functional rural water supply schemes (%)	25.3 %	14%	17.2%	12%	11.1 %	10%	11.2 %	n/a		Target from GTP (max 10% of water points not functioning by 2015). Baseline from National WASH Inventory data of June 2011. 2014 Figures from 2006EFY annual performance evaluation/MoWIE
	Proportion of households using latrine (%)	63.00%	n/a		n/a	82.5% *)	82%	43%**)	n/a		Baseline from National WASH Inventory data June 2011 on latrine coverage. Target from GTP-I. *) 2014 Figures average FinnWASH +COWASH woredas in absence of national figures. **) 2015 figure from MoHealth EFY2007 report/ any type of latrine.
2.1 Improved access to potable water and improved sanitation and hygiene services in rural Ethiopia.	Rural potable water supply coverage within 1.5 km radius in the target woredas (%)	46.64%	86%	66.5%	92%	84.0 %	98%	91.0 %	n/a		Target is based on GTP target for rural water supply. The achieved coverage data is from projects and does not include other possible contributions to increasing the coverage.
	Percentage of schools and health posts in the target woredas equipped with separate latrine units for male and female (%).					60-87%					In project areas

Related Finland's Specific Objectives	Key Indicators showing the progress towards Finland's specific objectives	2012 baseline	2013		2014		2015		2016		comments
			target	achieved	target	achieved	target	achieved	target	achieved	
2.1.1 Increased pace of water point and latrine construction and their improved sustainability through the CMP approach.	Number of water points constructed with CMP modality (yearly figure, not cumulative).	6,164	8,570	8,097		10,059		9,127	14,231		CMP is Community Managed Project. Target is based on COWASH and FinnWASH BG total target, breakdown is to annual targets is done in annual workplans. 2015 Figures from FinnWASH+COWASH 2006EFY. Data from June 2013, includes only CMP schemes from Finland-Ethiopia bilateral cooperation. 2015 Figures from FinnWASH+COWASH 2006EFY.
		1.56	2.16	2.09		2.42		3.74	4.31		
		94%	above 90%		above 90%	about 90%	above 90%	94%	above 90%		
	Rate of functionality (%) of CMP water supplies										Baseline from WSP study of 2010. National target is 90% functionality by 2015, CMP schemes' target is to exceed that. 2014 Figures estimates from FinnWASH and COWASH

Country Development Result 3 and related Finland's objectives	Key indicators showing the progress towards the development result and Finland's objectives	2012 baseline	2013		2014		2015		2016 target achieved	comments
			target	achieved	target	achieved	target	achieved		
3. MDGs in the social sector achieved	Net enrolment ratio in primary education (Grade 1-8) (%)	85.4, F 83.9, M 86.8	93.4	85.9, F 84.1, M 87.7	95.2	92.6, F90.1, M95.1	97	106.5 F101.6 M11.2	100	target based on ESDP, EFY2007 data is preliminary (not yet published), imprecise population estimates and lack of birth registration as well as lack of data reliability from schools are factors explaining the NER above 100%
	Ratio of girls to boys in primary and secondary education (GPI)	G1-8 0.95, G9-10 0.90, G11-12 0.71		G 1-8 0.94, G9-10 0.92, G11-12 0.81		G 1-8 0.93; G9-G10 0.94; G11-G12= 0.85	1.0	G1-8 0.91 G9-10 0.92 g11-12 0.85	1.0	target based on ESDP, EFY2007 data is preliminary (not yet published)
	% of students attaining basic or above competency in mathematics and languages at grades 4,8,10 and 12	G4reading: 45.8%, G4maths: 43.8%, G8english: 45%, G8maths: 38.7%, G10english: 40.5%, G10maths: 39.3%, G12englis:44.2%, G12math:49.6%				G10 English 57%; G10 maths 56% G12 English 64%; G12 maths 51%	grades 4 and 8: 5% increase from 2010/2011	Item analysis for grade 4 and 8ongoing, report due in March 2016		target based on Geqip, measured every four years, grade 4 and 8 baseline from 2010/2011, grade 10 and 12 baseline from 2008/2009, 5 % increase expected in 4 years' time
3.2 Addressing inequalities improved, especially with regards to children with special educational needs (SNE)	Completion rate for boys and girls in Grade 5 and 8 (%)	G5 73.8 F73.4 M74.1 G8 52.1 F51.9 M52.4	G5 97%, G8 59%	G5 76.1, F75.1, M77.1 G8 52.8, F52.2, M53.3		G5 69.5, F68.2; M70.7 G8 46.7; F46.7; M46.7		data not yet available		Geqip target: 5% increase by 2016/2017
	Number of boys and girls with SEN enrolled in primary schools	43132, F18307, M24825		68404, F29111, M39293		70477; F29469 M41008	1739000	70190 F29021 M41169		2007 data preliminary, not yet published, target based on ESDP IV
	Number of boys and girls with SEN enrolled in secondary schools	4816, F1879, M2937		6551, F2662, M3889		7373; F3044, M4329	8586	7000 F2898 M4102		2007 data preliminary, not yet published, target based on ESDP IV ,

Related Finland's Specific Objectives	Key Indicators showing the progress towards Finland's specific objectives	2012 (EFY 2004) baseline	2013 target	2013 achieved	2014 (EFY 2006) target	2014 (EFY 2006) achieved	2015 (EFY 2007) target	2015 (EFY 2007) achieved	2016 target	2016 achieved	comments
3.1.1 Improved teaching and learning conditions in general education	Student-textbook ratio	1: 0.51		1: 0.74		1:1		1:1			target 1: 0.90 at end of Geqip II (as per revised objective)
	Percentage of teachers with appropriate qualifications	G1-8 55.6, G9-10 90.7		G1-8 64.7, G9-12 91.5%		G1-8 70.2; G9-12 92.6		data not yet available			target G 1-8 90%, G 9-10 100% at the end of Geqip II (as per revised objective)
	Percentage of teachers adopting active teaching methods	0.71		0.71				indicator to be revised by GEQIP			This indicator to be adjusted to provide more meaningful analysis and frequent data, to be based on inspection standards data instead of once off evaluations measuring the number of questions teachers ask and % of time given to student participation observed in classrooms.
3.1.2 Strengthened institutions at different levels of the education management	Reduction of drop-out rate in grade 1, (%)	25		22.7		21.8		19.00			2007 data preliminary, not yet published, proxy indicator for improved MoE capacity for evidence based decision-making, target 20% at the end of GEQIP II (as per revised objective)
	Percentage of grade 1 and 2 schools that moved their school improvement programme rank up to grade 2 and 3 respectively	2013/2014 baseline: G1:15,44%; G2 64,18%; G3 20,03%; G4 0,45%	0	data not available		baseline data was collected, see baseline		comparison can only be made after three years when schools are re-inspected			target: 25% to grade 2 and 25% to grade 3 at the end of Geqip II (as per revised objective)
3.2.1 Improved access and learning support for children with special educational needs	Number of children with SEN enrolled in primary grades in the three target regions (Addis Abeba, Oromiya and SNNP)	23980, F9511, M14469		44497, F18674, M25823		48578 F20051 M28727		45387 F18602 M26785			data from Ethiopian year 2007 preliminary, not yet published
	Number of inclusive education resource centres supported and functional	9 centres established	9 functional	9 only partially functional	21 functional (but two in region no longer supported)	16 RC's established; only partially functional	21 functional (but two in region no longer supported)	19 RC's supported baseline being collected on functionality	21 / 500		bilateral project target: 21 centres supported, ESDP IV target 500 centres established, ESDP V target 800, instrument developed by project to assess functionality based on support provided by the centre, baseline to be collected in EFY2008

Country Development Result 4 and related Finland's objectives	Key indicators showing the progress towards the development result and Finland's objectives	2012 baseline	2013		2014		2015		2016		comments
			target	achieved	target	achieved	target	achieved	target	achieved	
4. Capacity of civil service to implement GoE policies and plans and participation of citizens and CBOs in the development process enhanced.	Established system for participation of citizens and CBOs at all levels in the development process.	enabling environment & system in place for citizen & CBO's participation in development process has started	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Good	Satisfactory			indicator from GTP but data not available through GTP reporting. Embassy will provide narrative update based on the views of the development partners on situation annually
4.1 Strengthened capacity of the civil service, CBOs and citizens in the development processes.											
Related Finland's Specific Objectives	Key Indicators showing the progress towards Finland's specific objectives	2012 (EFY 2004) baseline	2013		2014 (EFY 2006)		2015 (EFY 2007)		2016		comments
			target	achieved	target	achieved	target	achieved	target	achieved	
4.1.1 Increased participation of citizens and CBOs in the development processes within those interventions which are supported by Finland	Positive changes observed towards citizen and CBO participation in the development processes within interventions supported by Finland	strong citizen participation in WASH projects, some degree of participation in other projects	Satisfactory	Satisfactory	Satisfactory	Satisfactory		Good			Description of participation channels and changes observed / evidenced in participation
4.1.2 Increased participation of the civil society in GoE development planning, monitoring and evaluation through sector platforms in those sectors where Finland is involved	Positive changes observed towards citizen and CBO participation in GoE development planning, monitoring and evaluation through sector platforms in those sectors where Finland is involved	citizens and CBO's consulted to some degree but participation modest	Satisfactory	Satisfactory	Satisfactory	Satisfactory		Satisfactory			Description of participation platforms and changes observed / evidenced in participation

EVALUATION

ETHIOPIA COUNTRY REPORT 2016



**MINISTRY FOR FOREIGN
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