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STUDY ON THE DEMAND FOR AND SUPPLY OF EVALUATION IN ETHIOPIA

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STUDY ON THE DEMAND FOR AND SUPPLY OF EVALUATION IN ETHIOPIA[1]

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ABBREVIATIONS AND ACRONYMS

AfDB	African Development Bank
ADF	African Development Fund
AG	Auditor General
ADLI	Agricultural Development-Led Industrialisation
APRM	African Peer Review Mechanism
APR	Annual Progress Report
AMP	Aid Management Platform
BoFED	Regional Bureau of Finance and Economic Development
BPR	Business Process Reenginering
CSA	Central Statistical Agency
DAG	Development Assistance Group
DFID	Department for International Development
DG	Development Gateway
DHS	Demographic and Health Survey
DP	Development Partner
DS	Direct Support
EDQAF	Ethiopian Data Quality Assessment Framework
EDHS	Ethiopia Demographic and Health Survey
EEA	Ethiopian Economics Associations
EEvA	Ethiopian Evaluation Association
EDRI	Ethiopian Development Research Institute
EMIS	Education Management Information System
EPRDF	Ethiopian People's Revolutionary Democratic Front
FIC	Federal Information Centre
FSP	Food Security Programme
GQUIP	General Education Quality Improvement Programme
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan 2010/11 - 2014/2015
HABP	Household Asset-Building Programme
HoF	House of Federation
HPR	House of Peoples' Representatives
HICES	Household Income, Consumption and Expenditure Survey
IDS	Institute of Development Studies
IFAD	International Fund for Agricultural Development
IAPT	Inter-Agency Programming Team
IFMIS	Integrated Financial Management Information System
IFPRI	International Food Policy Research Institute
JRIS	Joint Review and Implementation Supervision
JSIR	Joint Supervision and Implementation Review
MoA	Ministry of Agriculture
MoE	Ministry of Education
MoFED	Ministry of Finance and Economic Development
MoH	Ministry of Health
MoWE	Ministry of Water and Energy
NGOs	Non-Governmental Organisations
NOW	Netherlands Organisation for Scientific Research
NCCP	National Council for Central Planning
NDRP	National Democratic Revolution Programme
NSDS	National Statistical Development Strategy
NSS	National Statistical System
ODA	Official Development Assistance
OFSP	Other Food Security Programme
ONCCP	Office of National Committee for Central Planning
PANE	Network of Civil Society Organisations in Ethiopia
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PBS	Promotion of Basic Services
PSNP	Productive Safety Nets Programme
PW	Public Works
RCT	Resident Coordinator's Office
RBM	Results Based Management
RICs	Regional Information Centres
RRM	Rapid Response Mechanism
SDPRP	Sustainable Development and Poverty Reduction Programme
SLM	Sustainable Land Management programme
UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WaSH	Water, Sanitation and Hygiene
WB	World Bank
WMS	Welfare Monitoring Survey

EXECUTIVE SUMMARY

This study investigates the conditions under which demand for evaluation is generated, the latent and potential demand for evaluation, the range and capacity of entities supplying evaluation services, and the areas in which supply can be strengthened to meet and foster this demand. This study has shown that there are currently active, latent and potential demands for evaluation in Ethiopia. The latent and potential demands are nested within the demands for evidence from principals and government agents in Ethiopia. The demand for evaluation is not driven, as often assumed, by Development Partners (DPs), but by the Government of Ethiopia (GoE) policy matrix which serves as Ethiopia's evaluation policy framework.

The drivers for demand within the policy matrix are the five-year development plan and a global move forward on aid effectiveness as Ethiopia is an aid recipient economy. Every year there are Annual Progress Reports (APRs) on plan performance and every five years since 1990, a rigorous evaluation of the totality of government plans and policies takes place. Historically, the largest demand is embodied in requirements established by joint programmes or aid reporting demands specified by DPs. Recently, however, the shape of demand has evolved in a more systematic fashion and there are indications that the GoE is beginning to engage with the need for structured evaluations to guide interventions, budget allocation and policy. The GoE is planning to implement Results Based Management (RBM) with Monitoring and Evaluation (M&E) as one of the pillars.

Supply unfolds in two ways. The first is the regular provision of annual performance monitoring reports, with limited efficacy and value for wider impact analysis. The second one focuses on periodical evaluation of government development plans based on household surveys[2]. Outside of the formal system of government, supply is largely from DP-contracted suppliers for financially supported by DPs. Evaluative research is undertaken by some civil society organisations. However, the scale of evaluative research is constrained by the limited capacity within the government and the wider society. The higher education sector, specifically universities, have expanded over the past few years, but the focus has been on teaching and learning, with limited time and capacity available for evidence based research that could inform policy. A number of journals exist within the academic and professional community space, but the production of evaluation studies is very limited due to capacity constraints.

There are opportunities embedded in the emergent system that would facilitate the construction of a more robust and effective demand for, and supply of, evaluation within the government system. The GoE is committed to M&E by incorporating it in its five-year development and sectoral plans. The commitment is also reflected in the manner in which RBM is embraced. Furthermore, the GoE has high level strategy sector forums for policy

[2]The Central Statistical Agency (CSA) undertakes periodic surveys such as Household Income Consumption and Expenditure Survey (HICES), Welfare Monitoring Survey (WMS), and Demographic and Health Survey (DHS) which are used for overall development and poverty analysis and sometimes sectoral evaluations such as health.

dialogue and M&E with DPs. The commitment to enhance the capacity and mandate of the Central Statistical Agency (CSA) is another reflection of commitment to M&E.

1. INTRODUCTION

1. This study on the demand for, and supply of, evaluation and related policy relevant evidence based research in Ethiopia, presents the mapping the parties involved in evaluation practice in the country namely, the principals (demand), government agents (commissioners) and evaluation agents (supply). As a continuation of the Paris Declaration on aid effectiveness, there is a growing concern from DPs for results based aid and Ethiopia, as an aid recipient economy, is trying to adjust to this. The country is now assessing its capacity for RBM in order to develop RBM strategy and action plans. The Ministry of Finance and Economic Development (MoFED) is leading this activity with M&E as one of the major pillars. It is hoped that MoFED and other national stakeholders will use this study to better structure their M&E activity. The study identifies latent, potential and actual demand, the conditions under which demand is generated and potential sources of supply. The Regional Centre for Learning on Evaluation and Results for Anglophone Africa (CLEAR-AA)[3] conducted this study in Ethiopia for the UK Department for International Development (DFID) as one of a set of cases covering five countries[4]. The fieldwork for this study took place between the 12th and 17th May and the 3rd and 12th July 2013.

2. This study refers to evaluation as covering both evaluation and evaluative research and therefore uses the terms interchangeably. The primary objectives of the study are to explore:

    1) The conditions under which demand is generated for evaluation evidence; and
    2) The areas in which evaluation supply can be strengthened to meet and foster this demand.

    The guiding questions that interface with these objectives are:

    (i) On the demand side:
        a) What has been the actual demand for evaluation from principals?
        b) Where is there latent and potential demand for evaluation?
        c) How is evaluation demanded in the current organisational arrangements?

    (ii) On the supply side:
        a) What is the range and capacity of entities supplying evaluation services?
        b) How relevant are the managers and producers of evaluation to the actual demand for evaluation?

    (i) On matching evaluation supply and demand:
        c) Where can evaluation supply (actual, latent and potential) be strengthened so that it meets and fosters demand?

3. The analysed elements of demand and supply of evaluation within the system reveal that the foundations of a substantive and coordinated approach to evaluation for policy-making are in place and present an opportunity for the future of evidence based policy construction. However, embedded within the system are challenges that relate to the

[3] CLEAR-AA is based at the Graduate School of Public and Development Management at the University of Witwatersrand in Johannesburg, South Africa.

[4] The other case study countries are Ghana, Malawi, Rwanda, and Zambia.

country's difficult history and sensitivities relating to external influences on the policy prerogatives of the GoE (Tafesse, 2004). This study explores three specific policy areas further understand the connections, if any, between public policy and evaluation, and construct a perspective on the opportunities available to bridge the gaps. We briefly review the evaluation and policy connections in the Productive Safety Net Programme (PSNP), Community Based Health Insurance (CBHI), and RBM to ensure coverage of different policy terrains and areas of evaluation. In each case, we look at the connections as they relate to the challenges and opportunities for evaluation based research in Ethiopia.

1.2 Methodology

4. The study has been constructed on the basis of a desk review of available literature, government and DPs' publications. It also includes a series of key informant interviews conducted in Addis Ababa, Ethiopia (See Table 1 and Appendix 1 for details) with key stakeholders involved in evaluation practice in the country namely, government institutions, civil society, and DPs. The methodology embraced the following overlapping stages:

   (i) **Establishing study commitment and support from key stakeholders**: the demand for and supply of evaluation and management of evaluation involves different stakeholders. In this context the initial task of the study was to identify relevant stakeholders and bring them on board in the process. Letters, including the inception report, were sent to different stakeholders such as government institutions, civil society, and DPs for permission and cooperation for the study.

   (ii) **Desk review and collating and analysing secondary data**: As the study is directed at building an understanding of the overall national level evaluation demand and supply system, reliance was placed on literature on the demand, supply and management of M&E and policy documents, regulations, guidelines in relation to M&E system, statistics and overall economy management was collected and analysed. Whilst active attempts were made to access collated information on the size and scope of evaluation initiatives within government, and actual evaluation capacity related data, it was not always possible, within this study, to collate dispersed data amongst stakeholders active in the evaluation space.

   (iii) **Conducting key informant interview**: A series of interviews with major stakeholders that are active in the demand for and supply of the evaluation system was conducted in two different times in May and July 2013. The checklist was prepared based on the literature review. Issues related to the overall national level evaluation demand and supply system, how demand is generated, the ability of supply to invoke demand and management of evaluation were explored through key informant interview. Information collected through this process was analysed during the fieldwork and post fieldwork.

5. Following this introduction the rest of this study is structured as follows. The second section deals with the Ethiopian development context in relation to present features, future direction and evaluation. Section 3 maps the state of the current evaluation demand and supply system while Section 4 suggests the pathways to improve the national evaluation system and context.

Table 1: Interview Respondent Institutions

Government agents	Evaluation Community	Principals
Ministry of Finance and Economic Development	Ethiopian Economic Policy Research Institute of the Ethiopian Economic Association	Civil society-Poverty Action Network of Ethiopia
Ministry of Water and Energy	International Food Policy Research Institute	Development partners (DFID, UNDP, AfDB, UNICEF, and WB)
Ministry of Agriculture	Ethiopian Evaluation Association	Abt Associates (Health Care Financing Reform implementers)
Central Statistics Agency	Faculty of Business and Economics of Addis Ababa University	

Source: Compiled by Authors

2. DEVELOPMENT CONTEXT

6. For the last eight consecutive years (since 2004/05), Ethiopia's economy has enjoyed robust growth, driven primarily by the distribution and services sector. Real Gross Domestic Product (GDP) growth averaged 11.3%. Under the Growth and Transformation Plan (GTP), a minimum growth rate of 11% is targeted, with a view to accelerating the attainment of Millennium Development Goals (MDGs) and achieving Middle Income Country (MIC) status by 2025. Agriculture comprised the largest share of GDP until this was taken over by the distribution and services sector recently. Industry has very low share in the GDP, which has never been more than 13%. The case for manufacturing is even worse. Its share from GDP in 2011/12 was only 3.7%. As with many other sub-Saharan African countries, the economy remains dependent on the export of primary products.

7. The fiscal deficit declined from 2.9% of GDP in 2007/08 to 1.6% in 2010/11 due in part to strong revenue mobilisation performance on account of enhanced tax administration and tax reforms. The domestic revenue for 2011/12 fiscal year for Ethiopia was ETB 102.864 billion (USD 596 million) and expenditure of ETB 124.417 billion (USD 721 million). The overall budget deficit for the same year was USD 125 million which was 2.43 percent of GDP. This gap was financed by external assistance and loans. Table 2 provides this information.

Table 2: Trends in foreign aid in financing public expenditure (in USD millions)

Year	Domestic revenue	Total expenditure	Gap	External assistance and loan		Average exchange rate (USD/Birr)
				External assistance	Loan	
2008/9	385.6	554.5	168.8	138.7	32.3	10.42
2009/0	417.9	563.2	145.3	96.0	34.5	12.89
2010/1	428.8	582.8	154.0	102.3	52.3	16.12
2011/2	596.3	721.3	124.9	74.2	43.1	17.25

Source: MoFED, Macroeconomic Policy Management Directorate and National Economic Accounts Directorate (converted by study authors into USD millions)

8. Government introduced a tax reform strategy in 2010 and this has resulted in significant improvements in revenue collection. On the expenditure side, government has implemented financial management reforms and the move towards programme-based budgeting is on-going. In line with the state led strategy, the activities of state owned enterprises have multiplied and substantively increased government expenditure.

9. The GoE is committed to reduce poverty and since 2002, it has implemented various poverty reduction strategies. Spending is geared to pro poor sectors and as a result Ethiopia has achieved significant gains in poverty reduction. The headcount poverty rate fell from 38.7 % in 2004/05 to 29.6 % in 2010/11. The country has also achieved significant gains in improving access to basic services. Ethiopia is on track to meet 5 MDGs (1, 2, 4, 6 and 8) and likely to meet the other 3 MDGs (3, 5 and 7). The infant mortality rate (per 1,000 live births) declined from 123 in 2004/05 to 88 in 2010/11. The number of health posts also increased from 4,211 (2005) to 14,416 (2010) and health centres from 519 (2005) to 2,689 (2010). A total of 34,382 health extension workers were deployed in rural areas in 2011 (85% of the target). Similarly, performance in improving primary school enrolment in 2010/11 has been encouraging. Primary school enrolment rate is 85.3% in 2010/11. The completion rate of students at grade 8 is 49.4% in 2010/2011 (African Development Fund (ADF) 2012).

10. The human development indicator is, however, low when compared with other developing countries. Ethiopia's Human Development Index is 0.396, which means that it is one of the least developed countries in the world, with a ranking of 173 out of 187 countries in 2011 (UNDP, 2013).

11. Ethiopia is ranked 116 out of 135 according to the Global Gender Gap Report (2011), demonstrating progress in gender mainstreaming from 122 in 2009. This improvement was boosted by an increase in the number of women in Parliament, which rose from 12% to 28% during this period. The GoE continues to show strong commitment in ensuring that both men and women participate and benefit from development processes as stipulated in the Constitution (Article 35), the National Gender Action Plan and the GTP. In this regard, the government has mainstreamed gender into key sector policies and has been implementing affirmative actions to achieve gender equality. All sectoral ministries have gender directorates that promote gender mainstreaming (ADF, 2012).

12. It is difficult to establish in precise terms how much aid Ethiopia receives because finance is also provided outside of official government channels, although some data is contained in the GTP and reports generated from the Aid Management Platform (AMP). Ethiopia has historically received a fairly low proportion of bilateral aid, and a higher proportion of aid from multilateral sources. Net official development assistance (ODA) to Ethiopia in 2009 totalled USD 3.8 billion, while ODA recorded at country level amounted to USD 2.3 billion in 2009/10. The OECD Aid Effectiveness Country Study for 2011 is revealing on the scale of support and the wider gap between government estimates and what donors disbursed, as reflected in the Table 3.

13. Like many other developing countries, Ethiopia continues to receive significant external assistance outside of the formal framework of its assistance modalities. This is inclusive of direct bilateral aid that does not go through its budget to support donor designed

projects, and new sources of off-budget aid from international non-governmental organisations (NGOs).

Table 3: Government estimates of aid flows relative to actual disbursement by donors in USD millions

Source	Government Estimates	Aid disbursement by donors
African Development Bank	97	153
Austria	3	0
Canada	9	64
European Union	205	151
Finland	8	17
France	3	36
GAVI Alliance	38	17
Germany	50	23
Global Fund	76	305
Greece	0	1
IFAD	11	16
Ireland	32	34
Italy	9	38
Japan	3	47
Korea	2	0
Netherlands	7	0
Norway	2	7
Spain	0	9
Sweden	8	0
United Kingdom	138	188
United Nations	91	148
United States	4	380
World Bank	481	1097
Total	**1277**	**2651**

Source: OECD 2011, Aid Effectiveness 2005-2010; Country studies, Ethiopia, Volume II.

2.1 Planning, Budgeting and the M&E Framework

14. Having dismantled the centralised planning agency established by the military regime, the Government set about establishing an alternative market oriented path that also emphasised the development of the agricultural sector. To this end, the government adopted Agricultural Development-Led Industrialisation (ADLI) as an overall development strategy of Ethiopia. The focus of ADLI is to modernise the agriculture sector, particularly peasant agriculture. Within the framework of ADLI, the government has adopted a series of poverty reduction plans and programmes such as the Sustainable Development and Poverty Reduction Programme (SDPRP) and the Plan for Accelerated and Sustained Development to End Poverty (PASDEP).

15. Currently, Ethiopia's strategic development agenda is articulated in the GTP covering the period 2010/11-2014/15. The GTP has as its overarching goal: sustaining the rapid, broad-based and equitable economic growth path witnessed during the past several years and significantly ending poverty. It is anchored on four main objectives: (i) maintaining at least 11% average annual growth rate; (ii) expanding and ensuring quality of education and health services and achieving the MDGs in the social sector; (iii) establishing suitable conditions for sustainable nation-building through the creation of a stable democratic and developmental state and; (iv) ensuring growth sustainability by fostering a stable macro-economic framework. All these are designed in the context of creating favourable conditions for the structural transformation of the economy.

16. The GoE has continued to pursue public sector reforms for effective and responsive public service delivery in order to deepen transparency and accountability. In Public Finance Management (PFM), the Government has since 2002 been implementing reforms under the Expenditure Control Management Programme (EMCP) and the Public Sector Capacity Building Programme (PSCAP), which are two of the five sub-programmes of the Civil Service Reform Programme. Reforms under the EMCP have concentrated on: (i) strengthening of PFM systems and processes, including medium-term programme-based budgeting; (ii) budget execution; (iii) internal controls and audit; (iii) cash management; (v) accounts reforms and; (vi) computerised financial management information system (IBEX). As part of the Civil Service reforms programme, since 2005, GoE did Business Process Re-engineering Reform at all tiers of government with the aim of achieving effective and efficient public sector service delivery outcomes.

17. Decentralisation has been one of the cornerstones of GoE's development agenda since the early 1990s, and is rooted in the federal constitution. The instruments for implementing decentralisation were defined in the 2004 Fiscal Decentralisation Strategy with block grants as the main instrument. The first and second waves of decentralisation were initiated in 1994 and 2002 respectively by devolving firstly, to the regional governments and secondly, to the *woreda* (district) administration. Fiscal federalism is an important facet of the decentralisation process in Ethiopia and is aimed at addressing the vertical and horizontal fiscal imbalances among the federal, regional and *woreda* levels.

18. Central to the overall development strategy, especially as reflected in the current GTP, is the idea of a developmental state to drive economic growth, to overcome poverty and to achieve the MDGs. The firmness of conviction that Ethiopia is a developmental state is reflected in the country's response to the African Peer Review Mechanism (APRM) Panel Report (APRM, 2011:345) on Ethiopia and in the pages of the GTP. There is recognition that the state should drive the growth process through active planning and through targeted investments.

19. Planning and budgeting has a long history in Ethiopia. The country issued a 10-year industrial programme in 1945 during the Imperial regime. Since 1957, comprehensive five-year development plans have been put in place. Currently the country has the GTP five-year development plan. MoFED issues planning and budgeting guidelines based on the GTP to kick off the annual planning and budgeting process. This guideline articulates likely budget ceilings; priority in resource allocation among different sectors; and external loan and aid planning and budgeting. There has been a shift from line item (input based) budgeting to programme (output based) budgeting (PB). MoFED issued the PB manual in September 2010 for implementation at federal level in 2011/12. MoFED issued the guideline in June 2012 for the budget preparation of 2012/13 fiscal year. Despite this effort, it has not yet been implemented.

20. There are, however, result based financing pilots being implemented in some sectors with DPs support. For instance, there is a results-based programme being piloted in the education sector through DFID support. World Bank and the EU are finalising plans to start a payment for results (P4R) initiative in the health sector. Some sectors have adopted sector wide approaches to guide to achieve results (education, health, and water for example). In some sectors, top-down and bottom-up planning process, supported by a results based planning methodology - Marginal Budgeting for

Bottlenecks - has brought about a vertically (*woreda*-region-federal) and horizontally (within the sector structures) aligned plan and budget. Although resource mapping and financing gaps to meet ambitious targets remain the challenge, it is one step forward in moving towards achieving results through a concerted and coordinated effort.

21. The budgets are also expected to be within the limits of what the economy can finance, guided by the resource envelope. The Federal Government uses the Macroeconomic Fiscal Framework (MEFF) to indicate expected resource mobilisation both from domestic and external sources and the broad allocation of those resources to the key sectors. The annual process also includes consideration of the allocation between federal and regional governments, as well as between recurrent and capital spending.

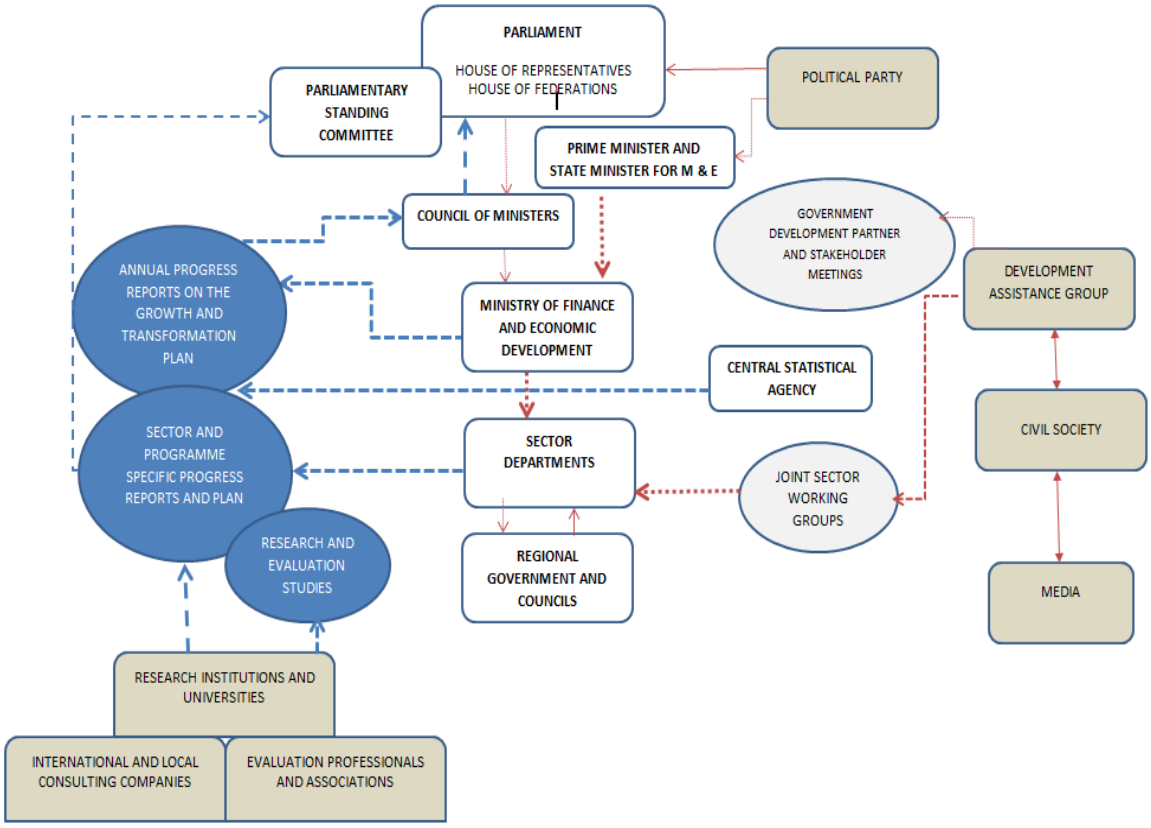
22. Monitoring activities have a long history in Ethiopia. Under the Imperial regime, the three five year plans (1957-1973) had monitoring activities. During the military regime there was even stronger M&E undertakings (less impact evaluation). Organisationally, there was a department named 'Plan Follow Up' within the Office of National Committee for Central Planning (ONCCP). There is a serious and systematic effort to strengthen the M&E system in the country. GoE and its DPs have been building an overall M&E system since the early 1990s. The system is grounded in the GoE's development plans. Although the evaluation and evidence based feedback elements of the system are less evident, in relation to monitoring, there is an articulated logic between the plans and M&E. The first comprehensive national M&E framework aligned with the country's development plan was the SDPRP policy matrix (2002/03-2004/05). This was followed by the PASDEP policy matrix (2005/06-2009/10). Currently, the GTP policy matrix (2010/11-2014/15) guides the national M&E system.

23. The responsibility for evaluation of programmes within Government resides at the federal level, under the coordinative role of the MoFED. The House of Peoples Representatives also has various standing committees responsible for M&E. The same is true in the nine regional states and two city administrations. Figure 1 captures the overall flows and this is explained further in the analysis that follows.

2.2 Political Context and Policy Making

24. The exercise of policy authority by ruling elites is deeply engrained in the history and culture of Ethiopia as a trend that is discernible despite regime change and revolutionary transitions. The Ethiopian People's Revolutionary Democratic Front (EPRDF) has dominated the country's political landscape since taking power in 1991. Since the adoption of a new Constitution in 1995, the country has had three national elections. There are two legislative chambers: the Council of Peoples' Representatives and the Council of Federations. The country has federal structure, nine regional states and two city administrations.

Figure 1: Overall evaluation system (linked to monitoring)



25. Although the Constitution is premised on a strategy of devolution to regions, the dominance of the ruling coalition, under the EPRDF, underpins strong uniformity in the overall governance system (Smith, 2013). The EPRDF has established itself as the custodian of the 'developmental state'. In practice, the EPRDF-led government is perceived as having restricted the democracy-enhancing role of non-governmental organisations. Weak opposition parties have struggled to establish presence since the 2005 elections and the space for political engagements remains fairly constrained. The election of 2010 resulted in a 99.6 percent victory for the ruling party and its allies, reducing the opposition to only two of the 547 seats (USAID, 2011: 8).

26. During the initial period of reform under the new Constitution, the EPRDF and its allies demonstrated a guarded openness on policy issues and to critical inputs from stakeholders across society. This was a result of wider global momentum on participatory approaches in the construction of Poverty Reduction Strategic Papers, as introduced by the World Bank, amongst others. This openness to perspectives was also assisted by the massive aid inflows and the fact that many DPs began to establish a formal presence in Addis Ababa after the overthrow of the Dergue.

3. MAPPING OF EVALUATION IN ETHIOPIA

27. This section presents the mapping of evaluation for both supply and demand. In doing this the following agents who may demand or supply evaluation are discussed: first, principals; second government agents; and third evaluation agents. The descriptive

overview that follows seeks to provide a more detailed analysis of the actors involved and their capacities for managing evaluations, conducting evaluations and using evaluations. In so doing, we explore the role and efficacy of stakeholders that express a demand for evaluation or have latent or potential demand capacity (legislative structures, the political Executive, development partners and civil society). The areas of demand are then followed by an analytical overview of those institutions that are central to establishing a bridge between supply and demand (MoFED, line ministries and the CSA). Embodied within the linking structures analysis is also the crucial role played by coordinative bodies. The final part focuses on those stakeholders active in the supply of evaluation (think tanks, universities and non-governmental evaluation organisations).

3.1 Principals

28. The analysis of principals includes development partners, Parliament, civil society and the Executive. This group of stakeholders is placed together because they represent an array of the most important political actors who use and demand evaluation distinctive from government and the evaluation community.

The Political Executive

29. Demand within the political system is diffused and largely latent, embedded mostly within planning practices and structurally defined responsibility areas. Engagement with performance matters within M&E reports are matters of internal sensitivity. Demand and supply within and amongst agents must, thus, be understood in the wider political context and the constraints these place on political actors within the policy space. Of particular significance is the strength of the ruling party and the manner in which its practice of revolutionary democracy pervades information flows and interactions within the governance system.

30. The GoE recently established the position of State Minister for M&E within the Office of the Prime Minister. The role of this office, relative to the responsibilities entrusted to MoFED, has not been formally defined (or at least is not widely known) and speculations are that the office will serve as the formal channel for M&E reports on government ministries. The momentum reflects a growing appetite for M&E and a willingness to engage in evidence based policy processes. However, dialogue on the role of this office is limited and all actors appear to be awaiting announcements on the precise role and influence that such an office would have. In practice, the establishment of the office and the appointment of a State Minister build on the GoE's initial attempt to establish a level of independent advice on policy impact. The establishment of such independent capacity is explored further when looking at supply.

31. There is limited information on the functioning of the Council of Ministers and the manner in which agendas are crafted, deliberations approached and decisions recorded. It is considered the highest decision-making body in the execution of government policies, but the extent of its influence remains outside general public and stakeholder knowledge. Other than considerations of plans, budgets and progress reports, prior to their presentation to the House of Peoples Representatives, the extent to which the Council would have a direct interest in independent evaluations is unclear.

32. There is a reliance on information supplied by MoFED and Ministers' need for evidence on policy intervention emerges within sectorial engagement platforms. In practice, the

authority of the party and party linked structures within the policy space appear to take precedence over independent evaluative perspectives (Gebremichael, 2011). At most, Ministers are actively involved in the bi-annual and annual review meetings with DPs. These engagements focus on matters of concern and perhaps serve as a basis for developing evidence to support policy interventions.

33. Ministers' appetite for evaluations is reflected in engagements with DPs. DPs indicate that, when necessary, they are able to approach Ministers on the outcomes of evaluation studies and on the conclusions for policy that can be derived from the research. In such processes, there are indications that there is openness and interest goes beyond standard monitoring. The Council of Ministers has expressed the desire to improve MoFED reports to focus on policy and programme impact. MoFED is considering the possibility of restructuring itself to make M&E a separate functional area of work with dedicated capacity. Financial support has been secured from UNICEF and other donors would contribute. In addition, a Federal Planning Commission is being established and it is highly likely that M&E will be one of its eminent departments.

34. It is widely held by role players that evaluation conclusions that relate to areas that are ideologically charged do not get addressed through the formally established structures. Dialogue on these matters generally takes place in more informal, one-on-one, discussions between a donor and government. There is a perception amongst donors and external stakeholders that there is a tendency to reject conclusions from evaluations that suggest changes in policy areas that are deemed legitimate within the ruling party and the senior bureaucracy. Often cited examples are government strategies in the telecommunication sector, the finance sector and expenditure on higher education (see also Furtado and Smith 2009). Beyond the formalised structures for decision-making within the Executive, the EPRDF and its Executive Committee play a central role in setting the national policy agenda.

Civil Society

35. The role of civil society in demanding evaluations and in the provision of evaluative evidence has evolved but more recently has been constrained by legislation relating to the registration and funding of non-governmental organisations (NGOs). Before this legislation, civil society organisations (CSOs) actively engaged in research initiatives, including community based evaluative exercises. A typical example is the work of Action Aid Ethiopia (AAE) and Poverty Action Network of Ethiopia (PANE).

36. Given the past history and focus on relief work, and more recent restrictions relating to rights issues and advocacy work, civil society is at a low level in terms of its capacity to play an advocacy role and engage in policy initiatives. Many are unable to engage on matters related to the value or limits of government programmes as they are perceived as either government supporters or opponents. Engaging in dialogue on the basis of evidence is difficult given the 'either you support us or you support them' orientation within the wider society.

37. Although the GoE recognises specific civil society structures and the established Network of Civil Society Organisations (CSOs) and incorporates their voice within established consultative structures on the GTP, the space for active engagement to campaign for policy changes, based on independent research, is constrained by regulatory provisions that prevent local civil society organisations from active advocacy

work if external funding exceeds 10% of their operational budgets. The capacity constraints facing civil society in Ethiopia are, in part, a result of a history of scepticism about their independence.

Legislative structures

38. The Ethiopian Parliament consists of two chambers, the House of Federation (HoF), and the House of Peoples' Representatives (HPR). Regional states and the two city administrations have their own HPRs. In the main, the two chambers and regional council structures are not a substantive source of demand for evaluations. In addition to oversight capacity weaknesses amongst legislators, the ability to initiate and request evaluative studies on initiatives and programmes, remains limited though improving.

39. In theory, the HPR has the power of legislation and the authority to question the prime minister, ministers and other top officials of government agencies on policies, programmes and resultant impact. A combination of a dominant ruling party within the house, especially since the 2010 elections, and the lack of capacity, militates against the exercise of oversight authority. The appetite and even the capacity to recognise the value of independent research and evaluation for the exercise of oversight is low. There are, however, indications that the Standing Committees of HPR are becoming increasingly active (including field visits) and the frequency of engagement on monitoring reports generated within government has increased. However, the stakeholder perspective is that the understanding of evaluation and the relevance of evidence for policy oversight purposes remains weak.

40. The United Nations Development Programme (UNDP) in Ethiopia has been in the forefront of providing capacity support for legislators and has in the past incorporated training on M&E. This training centred on the introduction of results based management and includes evidence based oversight of policies. However, few seem to be aware of the value of impact evaluation as an exercise separate from monitoring data. Dialogue on activities undertaken by government is, by all accounts, low. There is also very little to suggest that MPs engage with evaluative studies conducted by government or DPs.

41. At present, the two houses of Parliament do not have substantive research capacity within their own structures. They are poorly resourced and do not request additional research support. Parliament receives MoFED and sector reports as well as reports from the Office of the Auditor General (AG). These reports primarily focus on spending and not on value for money issues. There is an emerging practice of performance audit and some level of independent activism on the part of the Auditor General on the reports generated and presented to Parliament. However, generally the trend has been on exposing corruption and not much on the public value derived from allocated budgets.

Development partners

42. As Ethiopia is recipient to substantive aid, the role of DPs in the evaluation terrain cannot be overstated. Given their own specific accountability needs, DPs have been engaged in commissioning evaluative studies as a matter of procedure and practice for many of their interventions and programmes. A broad sweep of recent evaluations

suggests that a number of studies are being done. Although evaluations are done independently, there are efforts to coordinate these under the overall structure of the Development Assistance Group (DAG). The DAG was established in 2001[5] to foster information sharing, policy dialogue and harmonise donor support to Ethiopia in order to enable the country to meet the targets set in the MDGs. DAG also assists in the preparation, monitoring and evaluation of the country's Poverty Reduction Strategy. An M&E Technical Group has been established within this framework and facilitates on-going meetings of M&E officials within the partner community.

43. The efficacy and value of the M&E Technical Group for coordinative action remains unclear, as there are different understandings of evaluation, relative to programme review missions and monitoring related efforts. In addition, the group has not yet approved its own ToR and has not produced an action plan. It is difficult to ascertain whether this structure will influence or deepen the internal demand or supply for more rigorous evaluations.

44. Many partners emphasise that sector or programme evaluations are commissioned in close collaboration with Government and are shaped by the government needs. The approach is to ensure that evaluations studies and related ToRs are approved within Sector Working Groups. There are some established M&E working groups within or across sectors. For example, in health, education, agriculture, etc. The system is fairly elaborate, in that many specific initiatives, such as, One WaSH, PBS, PSNP, PSCAP, General Education Quality Improvement Programme (GQUIP), and SLM have M&E groups working modalities and M&E activities.

45. The UN agencies have a joint action plan to monitor UNDAF. This action plan defines the roles and responsibilities of the Government, UN Country Team (UNCT), Pillar Technical Working Groups (TWGs), Inter Agency Programming Team (IAPT), and M&E TWG (UN Country Team 2012b: section 8). It is anticipated that the overall M&E activities in UNDAF will be coordinated and implemented by MoFED and United Nations Country Teams (UNCT). The UNDAF Pillar TWGs is co-chaired by the relevant line ministries and representatives from the UN. In cases where there is more than one ministry under one pillar, sub-groups will be established and co-chaired by the relevant ministry and UN Agency. The Pillar TWG co-chairs will serve for a certain period of time by rotation and all ministries will have the opportunity to co-chair the Pillar TWG (UN Country Team 2012b:27).

46. There are four Pillar TWGs as stated by the UN Country Team (2012b:27). Pillar 1 (Sustainable Economic Growth and Risk Reduction) will have Agriculture, Industry and Environment subgroups co-chaired by Ministry of Agriculture (MoA), Ministry of Industry

[5] DAG comprises 26 donor agencies providing development assistance to Ethiopia within the Paris declaration principles of aid effectiveness and harmonisation. DAG members are: African Development Bank (AfDB), Austrian Development Cooperation, Belgium Development Cooperation, CIDA, Denmark Embassy, DFID, European Commission, Finland Embassy, French Embassy, German Embassy, GTZ-Ethiopia, IMF, Indian Embassy, Embassy of Ireland, Italian Cooperation, Japan Embassy, JICA, KfW, Netherlands Embassy, Norwegian Embassy, Embassy of Sweden, Spanish Agency for International Development Cooperation(AECID), Turkish International Cooperation Agency (TICA), UNICEF, UNDP, USAID , WFP and World Bank.

(MoI) and Environmental Protection Authority respectively and UN Agencies. Co-chairs for the remaining sub groups in Pillar 1 are to be determined. Pillar 2 (Basic Social Services) will have Health, Education and Water and Sanitation subgroups co- chaired by the Ministry of Health (MoH), Ministry of Education (MoE), Ministry of Water and Energy (MoWE) respectively and relevant UN Agencies. Pillar 3 (Governance and Capacity Development) will be co-chaired by MoFED and the relevant UN Agency. Pillar 4 (Women, Youth and Children) will be co-chaired by Ministry of Women, Children and Youth and the relevant UN Agency. TWGs of each UNDAF pillar are ultimately responsible for monitoring and reporting on results against baseline values to the IAPT and RCO.

47. The 2011 OECD Aid Effectiveness Study (2011:15) reveals that of the 153 analytical studies surveyed only 52% were coordinated with Government. The OECD study defines analytical studies as the analysis and advice necessary to strengthen policy dialogue, and to develop and implement country strategies. It includes country or sector studies and strategies, country evaluations and discussion papers. The interviews suggest that the level of engagement from Government on studies to be conducted depends on the assigned individual's motivation. There is little to suggest that Government would have an active and anticipatory interest in the studies or that these would be taken up in shaping future interventions and policies. This is largely due to a lack of appreciation of evaluation and limited capacity within Government.

48. Often responsible or participating public servants lack capacity to engage on the details on the survey methodologies and sampling for the study. Reportedly, some only focus on those elements that are likely to cause embarrassment to government. Whilst completed evaluations are supplied to role players within particular sector working groups, the evidence that these feature in higher level dialogue remains minimal or unclear. The M&E Working Group and specific sector working groups should, in theory, overcome this disconnect between supplied evaluations and actual policy making.

49. Generally, each DP establishes its own practices for using evaluations to guide future efforts. Partners from the UN agencies engage directly with Ministries and Ministers on policy changes needed in light of evidence collated during evaluations. More often the results of evaluations feature in annual deliberations on areas to be supported by DPs and emerge as elements of conditionality for future support. There is very little evidence to suggest that evaluations feature in the deliberations of the Council of Ministers.

50. The demand for evaluation emanates from both GoE and DPs. As Ethiopia is investing huge resources to bring about poverty reduction and sustainable development, evaluation is seen as a means to ensure that the investments are leading to intended outcomes. In addition, as a recipient of large amounts of DP resources, there is a wider push for formal and systematic evaluations of development interventions and purpose specific programmes and projects. This momentum has increased over the past few years and is driven by a) a global move forward on aid effectiveness; b) concerns that DP resources were being used to advantage the ruling party; and c) increased pressure for accountability in donor countries.

51. The demand for evaluation remains nascent. There is regular demand for poverty analysis evaluation from MoFED which is partly financed by government. This evaluation is undertaken every five years in the form of evaluating government plans and policies.

The largest demand is, however, embodied in aid reporting demands as M&E is a requirement for most DPs supported projects. Given the scale of aid flows and the complex channels through which resources are made available, the country has an elaborate structure for coordinating aid management and policy dialogue summarised in Table 4.

Table 4: Summary of Joint Donor- Government Structures for Policy Dialogue

Structure	Composition	Policy role
High Level Forum	Heads of donor agencies, Ethiopian Minister of Finance and Economic Development (representative of Ethiopian government and hosts the working group), other key federal Ministries.	Meets twice a year to discuss high-level development policy and coordination issues.
Sector Strategy Working Groups		
Health	Donor agencies, Ministry of Health (chair and hosts the working group), and relevant ministries.	Meets quarterly to discuss progress and implementation of health policy, strategy, and programmes. It also includes M&E on sector programme implementation and progress towards GTP objective and MDG goals and dialogue on harmonisation of donor procedures, aid alignment to government priorities, to the national process and sector programmes.
Education	Donor agencies, Ministry of Education (chair and host of the working group), and relevant ministries.	Meets quarterly to discuss progress and implementation of education policy, strategy, and programmes. It also includes M&E on sector programme implementation and progress towards GTP objective and MDG goals and dialogue on harmonisation of donor procedures, aid alignment to government priorities, to the national process and sector programmes.
Public Finance Management	Donor agencies, Ministry of Finance and Economic Development (chair and hosts the working group), and relevant ministries.	Meets quarterly to discuss broad public financial management issues, as well as ensure adequate on-going attention to Joint Budget and Aid Reviews, annual Fiduciary Assessments and the general macroeconomic situation.
Gender	Donor agencies, Ministry of Women, Youth and Children (chair and hosts the working group), and relevant ministries.	Meets quarterly to discuss progress and implementation of gender policy, strategy, and programmes. It also includes M&E on sector programme implementation and progress towards GTP objective and MDG Goals and dialogue on harmonisation of donor procedures, aid alignment to Government priorities, to the national process and sector programmes.
Rural development and food security	Donor agencies, Ministry of Agriculture (chair and hosts the working group), and relevant ministries.	Meets quarterly to discuss progress and implementation of rural development and food security policy, strategy, and programmes. It also includes M&E on sector programme implementation and progress towards GTP objective and MDG Goals and dialogue on harmonisation of donor procedures, aid alignment to Government priorities, to the

Structure	Composition	Policy role
		national process and sector programmes.
Transport	Donor agencies, Ministry of Transport and Communication (chair and hosts the working group), and relevant ministries.	Meets quarterly to discuss progress and implementation of transport policy, strategy, and programmes. It also includes M&E on sector programme implementation and progress towards GTP objective and MDG Goals and dialogue on harmonisation of donor procedures, aid alignment to Government priorities, to the national process and sector programmes.
Water	Donor agencies, Ministry of Water and Energy (chair and hosts the working group), and relevant ministries.	Meets quarterly to discuss progress and implementation of water policy, strategy, and programmes. It also includes M&E on sector programme implementation and progress towards GTP objective and MDG Goals and dialogue on harmonisation of donor procedures, aid alignment to Government priorities, to the national process and sector programmes.
Private sector development and trade	Donor agencies, Ministry of Industry (chair and hosts the working group), and relevant ministries.	Meets quarterly to discuss progress and implementation of government policy, strategy, and programmes in promoting private sector development. It also includes M&E on sector programme implementation and progress towards GTP objective and MDG Goals and dialogue on harmonisation of donor procedures, aid alignment to Government priorities, to the national process and sector programmes.
Civil society	Donor agencies, Ethiopian Charities and Societies Agency (chair and hosts the working group), and relevant ministries.	Meets quarterly to discuss government policy and programmes and civil society engagement. It also includes M&E on sector programme implementation and progress towards GTP objective and MDG Goals and dialogue on harmonisation of donor procedures, aid alignment to Government priorities, to the national process and sector programmes.
M&E	Donor agencies, Ministry of Finance and Economic Development (chair and hosts the working group), and relevant ministries.	Meets quarterly to discuss on M&E (GTP policy matrix)

Source: Authors' construction based on interview with UN Agencies and Regional Economic Cooperation Directorate (MoFED) experts and Generic ToR for Sector Working Groups in Ethiopia.

52. The demand for evaluations is embedded in funding agreements and other support instruments that emerge within the Joint Structures. Donors and Government report that M&E is standard in all agreements. Even though the structures provide for a level of coordination on evaluations, the level of duplication remains high and for many, necessary, given the wide ranging donor accountability needs.

53. The wider push from society is limited and there is minimal evidence of government led financed and owned evaluations. This is mainly attributed to a lack of appreciation for rigorous evaluations of impact and also limited capacity to manage or undertake evaluation. The substantive push forward has been from DPs and to a large extent by the formal inclusion of evaluative requirements within designed DP-supported sector initiatives. Almost all DPs' country assistance strategies, development assistance frameworks and specific DP-supported projects have an M&E component. There are about 25 bilateral DPs, 21 UN Country teams and international finance institutions such as WB, AfDB, IFAD, European Investment Bank and the Arab Bank, which are active in the country. There are about 300 on-going projects supported by bilateral DPs. All have an M&E component.[6] The UN Development Assistance Framework (2012-2015) has an output and outcome based M&E plan[7]. MoFED and line ministries have M&E component in their five-year plan. In most cases it is monitoring that is implemented.

54. Demands are generally expressed through Government and DPs meetings and through joint sector working groups, some of which have specific M&E sub-groups. The push has largely been from DP-established accountability requirements rather than evaluations being driven by a desire for measuring the efficacy and impact of programmes. The shape of demand has nevertheless evolved and there are indications that the GoE is beginning to engage with the need for structured and regular evaluations to guide interventions, budget allocation and policy.

55. It seems that the GoE has a guarded approach to evaluation research on its initiatives. A detailed analysis of the influence of donors on policy by Furtado and Smith (2009) concludes that Government limits donor influence over the policy agenda by simultaneously pursuing a programme of decentralised implementation. The analysis by the same authors concludes that in Ethiopia relatively tight control over the national policy agenda is maintained by a small sub-set of actors within the ruling party and that the real channels of decision-making in Ethiopia differ from the apparent ones. It should be noted, however, that policy and plan formulation in the country are becoming growingly consultative. Typical example is the process of PASDEP and GTP.

56. There is a tendency to conflate monitoring with evaluation within government. This means that systematic independent evaluations are conflated with review meetings, field visits and periodic monitoring exercises. The GoE issued *Guidelines for M&E of Public Sector Projects* in June 2008 in an attempt to overcome some of the challenges embedded in a diffused system. Even though the Guidelines establish a distinction between monitoring and evaluation, the operational guidance provided still conflates the two by using the concepts of outcomes monitoring and ex-post evaluations.

57. Article 39/3 of the Constitution of Ethiopia provides for the sovereignty of Government over the development of Ethiopia and establishes the legal foundation for demand for evaluations within the political and policy process (GoE, 1995). This demand is operationalised through Proclamation No 41/1993, which provides MoFED with the responsibility of following up and evaluating the execution of capital budgets, external

[6] Interviews with different directorates in MoFED and line ministries.
[7] See UN Country Team (2011) for the Action Plan and UN Country Team (2012a and 2012b) for more details.

assistance, loans and the accounts of the federal government, including subsidies granted to regional states. The rationale for establishing the Guidelines was, in part, driven by a realisation that the current system is diffused and that a common system is needed. An understanding of the system in practice requires an analysis goes beyond formally articulated responsibility to engage with the latent and explicit institutional forms that shape the demand for evaluation.

58. In the space of conflating monitoring with evaluative studies, the primary demand focus of government has been for the purposes of generating APRs on the GTP. In this respect, sector departments, with the cooperation of sub-national entities, generate M&E sector progress reports for inclusion in the overall report and for submission to the relevant Parliamentary Committees as a standard requirement. MoFED is also regularly (every five years) evaluating the success of the overall national development plans focusing on poverty based on the periodic HICES, WMS, and DHS, undertaken by the CSA. The current poverty analysis is the fourth one. It evaluates the impact of PASDEP, the five-year plan (2005/06-2009/10). For both the survey and the analysis, the bulk of the financial support comes from DPs.

3.2 Government Agents

59. Within the system of government, the demand for evaluations and the manner in which supply unfolds is linked to the planning and budget process. In addition to MoFED's responsibilities, reliance on DP increases demand for the purposes of continuity in resource support for initiatives and programmes contained in the GTP. Volume II of the GTP document serves as an M&E matrix (FDRE (2010b). The overall GTP document explicitly highlights the importance of data for monitoring and evaluating the achievements of the Plan. There is also operational commitment by the Government to an agenda of results that require M&E and statistics. Ethiopia's National Statistical System (NSS) establishes the framework for the information required to measure, monitor and evaluate the development process.

60. Government agents are politically well placed for conducting evaluation and have financial and human resources they can access through DPs. Government agents include central and line departments and other implementing agencies. This group of government agents interface with principals around the commissioning, conducting and managing of evaluations. Government are users of the evaluation and can on occasions conduct evaluations.

Ministry of Finance and Economic Development

61. Given the formal role and responsibilities accorded to MoFED on M&E, it stands at the centre of both the demand for, and supply of, evaluation and evidence based policy making. Other than the newly established Office of the State Ministers for M&E within the PM Office, MoFED stands as the overarching department in government with the authority and position to facilitate the link between the demand for and supply of evaluation. MoFED retains a level of control over policy dialogue, but the challenges between centralised dialogue and decentralised delivery does challenge MoFED's ability to retain complete control (Furtado and Smith 2009).

62. MoFED's function and structure has evolved. At one point in time it had custodianship over a comprehensive M&E system known as Welfare Monitoring System Programme

(WMSP). This system was established in 1996 and the Welfare Monitoring Unit (WMU) within MoFED was responsible for the implementation of the system. The WMU uses to take a lead on the generation of input, output and outcome reports on the SDPRP and PASDEP policy matrix and related indicators. The reports generated were based on specialised surveys conducted by CSA, the routine data generated by sectoral ministries and local governments, and information generated by civil society institutions, such as the findings of the citizens' report card, which was produced by the PANE. MoFED also had a five-year M&E action plan, supported by DPs, to monitor input, process and output indicators across levels of government and to evaluate the outcome and impact of government policies and programmes (see CSA 2009).

63. Following the introduction of Business Process Reengineering (BPR), which included strategies for the flattening of organisational structures, the WMU in MoFED was dissolved. There is, therefore, no overarching coordinating unit responsible for M&E in government. The Development Planning and Research Directorate (DPRD) of MoFED is responsible for M&E but there is no dedicated capacity (both finance and expertise) for evaluation. MoFED is currently in discussion within government and DPs on introducing an M&E unit and Project Appraisal department. However, these activities may well be organised under the M&E department in the new Planning Commission. The Director of the DPRD of MoFED is currently working with the Commissioner on the details of the planning commission.

64. MoFED is focused on the generation of annual monitoring reports given the limited capacity to commission and manage evaluative studies. The reporting system, which incorporates some impact related data from CSA, is constructed on the basis of aggregating information and reports generated by sector ministries. This data is used for generating sector reports for the HPR Standing Committees and for the APRs. The APRs are generated by the DPRD staff.

65. MoFED also does poverty analysis every five years based on the CSA periodical household surveys. This is produced by consultants inside and outside the country and managed by DPRD of MoFED. The current poverty analysis which is the fourth one was conducted independently by Addis Ababa University and Oxford University. This is already an institutionalised activity and seems to continue without donor support.

66. Given MoFED's role in providing reports to the Council of Ministers and concomitant pressures from the Council and other government stakeholders, including DPs, for better reports, MoFED is concerned with the quality of the M&E data needed for the reports. MoFED has also, more recently, engaged with outside stakeholders on capacity building, the possible supply of policy relevant studies, and on enhancing M&E professionalism. These are explored further when looking at supply.

Box 1: Results Based Management (RBM)
Government efforts towards improving delivery and enhancing a focus on outcomes

The growing quest for adopting result orientations in Ethiopia has its roots in the county's development commitments. The GoE is implementing the GTP, the MDGs and other national, regional and sectoral development plans. Recognising the importance of evidence based policy/plan formulation, the GoE has prepared a sound and practical National Statistical Development Strategy (NSDS) for the period 2009/10-2013/14 which is strongly grounded in the desire to improve the quality of decision making through the use of evidence. As noted by the Minister of MoFED, in his introduction to the NSDS:

"The government of Ethiopia has committed itself to an agenda of results and, to realise this, almost all public institutions are currently designing, or are in the process of implementing, BPR to bring about fundamental change in their services and pave the way for performance (results) management. Moreover, the government is implementing the poverty reduction strategy i.e. a Plan for Accelerated and Sustainable Development to End Poverty (PASDEP), the Millennium Development Goals (MDGs) and other national, regional and sectoral development plans. All these require clear and systematic measurement, monitoring and evaluation of the achievement of outputs, outcomes and the impact of development policies and plan targets." (CSA, 2009:1)

The commitment of the government to an agenda of results facilitates a wider embracing of BPR and the introduction of balanced scorecards in public sector organisations. The shift is evident in a demand for change management; the move from a project to sector wide programme implementation approach; and the shift from line item budgeting to programme budgeting. This is coupled with a demand for accountability and transparency particularly through automated results based M&E systems. The commitment and pressure for this orientation emanates from the Council of Ministers during the hearing on the APR.

MoFED, in collaboration with UNDP, developed a strategy note for mainstreaming RBM for realisation of GTP in 2012 (MoFED, 2012a). Ethiopian RBM has five core pillars: results based planning and budgeting; results based M&E; wider application of evidence/statistics; results based leadership; and results based accountability.

In order to establish a deeper understanding of the value of RBM, a team of experts from MoFED and the regional Bureaus of Finance and Economic Development, together with UNICEF, visited Malaysia. The GoE and UN embarked on evidence based implementation of RBM due to the complex development environment and decentralised structure of the country. UNDP contracted a consultancy firm to assess the capacity of the public sector at federal, regional and district level institutions for RBM roll-out in planning, budgeting, M&E, accountability and partnership and the general use of evidence in shaping operational actions. The roll out process requires engagements with local stakeholders.

The commitment to RBM reflects a willingness to learn from wider experiences and a more sustained move towards embracing a results orientation within government. The need for RBM is an area of consensus between Government and DPs and whilst initially propagated by DPs, government has taken overall leadership over the effort. Although the roll-out process is still reliant on donor resources, government perceives the strategy as being consistent with its own efforts towards improving delivery and enhancing a focus on outcomes. The opportunity for conducting substantive evidence based analysis on the efficacy of the programme remains open and it is likely that government would work towards ensuring that the findings feed into policy adjustments, where needed.

Line Ministries

67. The GTP contains an implied demand for evaluations relative to the indicators and outcomes articulated. However, the actual evaluation exercise is perceived to be the

operational responsibility areas of sector ministries and related sector working groups established with DPs. In view of the provision of Chapter 10 of the GTP, there is a belief in MoFED that the framework for M&E exists and that, despite capacity challenges, the system works, in that it draws on data from sectors and CSA specialised periodical surveys such as DHS, WMS and HICES.

68. MoFED has established clear lines of authority and responsibility for line ministries, regional structures and local level institutions to facilitate reporting on the GTP. Each of the line ministries also retains a responsibility for reporting to relevant Legislative Committees. Subject to guidance on quality from the CSA, some line ministries also generate reports from their own systems. The Health Management Information System (HMIS) and the Education Management Information System (EMIS) are important reporting resources in this regard. These systems collate administrative related information but there are concerns on the quality and reliability of information collated from regions and local institutions. Some of the line ministries have established practices for local level inputs in generating their performance reports. However, even in these cases, the review processes are focused on generating information on activities and outputs delivered, rather than on the value or efficacy of interventions.

69. The Budget Preparation and Administration Directorate of the MoFED is responsible for compiling government financial statistics. It also has the authority to collect data on the annual estimates of government revenues, development receipts, loans and grants, annual estimates of government expenditures, including recurrent development and public debt services and budgetary explanatory notes. These data are required for preparing and monitoring the budget in cooperation with ministries. Revenue and expenditure statistics for the budget sector and financing statistics are prepared on a monthly basis.

70. Despite the formal inclusion of evaluation in the text of the GTP, evaluation is ad-hoc. The need for impact evaluations is not fully appreciated due to the absence of evaluation capacity and a general lack of understanding of evaluation as generating information that goes beyond a focus on processes and outputs to the efficacy of programmes for affected people. There are indications that the Health, Education and Agricultural Ministries are more actively engaged in commissioning evaluations and have a deeper capacity for recognising the value of impact studies and more policy reflective research from independent organisations.

71. Examples provided in Box 2 and Box 3 show evidence demand by Ministry of Agriculture and Ministry of Health to shift food aid to more sustainable approach to create drought resilient households and for better use of health services, respectively.

Box 2: Productive Safety Net Programme
Evidence demanded by the Ministry of Agriculture to shift food aid to create drought resilient households

The repeated drought and famine forced the government and DPs to rethink their approach to help families and communities to prepare for and respond to droughts. A task force was set up to develop a strategy for shifting the predictable caseload of chronically food insecure households from emergency food aid to a new safety net that would link household subsistence support to development. The task force presented the New Coalition for Food Security in Ethiopia at a meeting chaired by the late PM (FDRE, 2003) which led to the introduction of a new national Food Security Program (FSP) issued in 2003. The FSP had three principal components - the PSNP, the Other Food Security Programme (OFSP), and a programme of resettlement – of which donors supported the first two.

The PSNP was launched in 2005. In its second, 2010-2015 phase, it operates in 319 districts, supporting between 6 and 7.8 million people each year, with a total budget of 2.1 billion USD. It is the largest such programme in low-income Africa. It operates as a safety net by targeting small transfers of cash and/or food to beneficiaries in two ways, through Public Works (PW) and Direct Support (DS). Most of the transfer is through PWs in the form of payment to beneficiaries selected by the community for work they undertake on labour-intensive projects that build community assets. DS is provided to labour-scarce households and households whose primary income earners are elderly or disabled (see FDRE, 2004).

The PSNP is complemented by a livelihoods programme (the Household Asset-Building Programme [HABP]), which in 2010 replaced the OFSP. While the PSNP aims to protect households from shocks and declining living standards by stabilising their income and allowing them to smooth consumption, the HABP aims to help households to increase and diversify their incomes and escape poverty and vulnerability by providing them with advice on opportunities, access to credit, agricultural extension and technology transfer.

The log frame and M&E system of the PSNP is nested within an overall log frame and system for the Government's FSP[8]. Monitoring data includes monthly reporting of basic information (timeliness of transfers and local staple food prices) for a sample of 80 PSNP *woredas* by Regional Information Centres (RICs), consolidated and distributed by the Federal Information Centre (FIC); regular programme output and financial reporting through the line structures of MoA and MoFED; and ad hoc spot checks and problem identification through joint visits under the Rapid Response Mechanism (RRM). The cornerstone of programme evaluation is provided by independent performance and impact assessments produced every two years by a research consortium of the IFPRI, the IDS of Sussex University and a local research organisation called Dadimos.

These evaluations (usually released the year after data was collected) have assessed programme implementation and impact in 2006, 2008, 2010 and 2012. They are based on quantitative data collected by the CSA (including a panel survey of 6,700 households plus surveys of *kebele*, *woreda* and regional staff involved in implementation) and qualitative data collected by IDS and Dadimos. The performance reports assess key elements of programme implementation and institutional capacity; the impact assessments use the household panel data to estimate the impact of transfers on final outcome indicators such as the household food gap and ownership of productive assets.[9]

[8] For a description of the basic structure of the PSNP M&E system, see pp. 26-7 in the PAD (World Bank, 2009) and pp. 67-83 in the programme document (MoARD 2009).

[9] Berhane et al 2011a, 2011b, 2013; Sabates-Wheeler *et al* 2011; Hoddinott *et al* 2013; Lind *et al* 2013; Neha and Hoddinott 2013.

In addition to the IFPRI-IDS-Dadimos evaluations of household-level impact, there are separate monitoring and evaluation products, which focus upon the delivery and impact (on the local environment and social and economic development) of public works created by PSNP. There are (in theory) two Public Works Reviews conducted every year, the first providing qualitative assessments (quantified as ratings) of the quality of the project selection and planning process, and the second assessing the quality and sustainability of the completed works. In practice, only four out of the potential six reviews have been completed (one in 2010, two in 2011, and one in 2012). There have also been two Public Works Impact Assessments (both in 2011), which have involved an in-depth evaluation of the bio-physical and microeconomic aspects of public works in a small sample of case study PSNP watersheds.

Every two years, the PSNP evaluation results are presented first at regional and then federal levels for comment and discussion with government staff and DPs, and have created some understandings about evaluation by the government. The 2008 evaluation was used to inform the design of the current (2010-15) phase (including the decision of the World Bank and other donors to renew support to the programme, and the incorporation of forecast PSNP results in GTP targets). The 2010 and 2012 evaluations have shaped government-DP dialogue on what is needed to improve programme implementation, notably in the six-monthly Joint Review and Implementation Supervision (JRIS) exercises but also in other, monthly or quarterly meetings between the MoA and the PSNP DPs.

As Government established a direct interest in the initiative and represented a collective approach to resolving the drought challenge, the active buy-in to the importance of the impact evaluations is very high, even if regions and sometimes the Ministry dispute specific findings. Much of the implications have been for operational level changes and these have been instituted. The Public Works Impact Assessments have also influenced dialogue on policy and programming, although to a lesser extent than the household impact assessments. More broadly, there are a number of routine (if irregular) meetings between the government and DPs on PSNP management, which provide an opportunity for more comprehensive dialogue on programme issues and hence a channel for ensuring that government takes seriously the conclusions that emanate from research and related analytical studies.

Box 3: Community Based Health Insurance (CBHI)
Evidence demanded by the Ministry of Health for better use of health services

The Ethiopian public health sector is characterised by low coverage rates, low utilisation rates and the country experiences low health outcomes, particularly in rural areas. In the last decade, the MoH policy responses to underutilisation of health care in Ethiopia has focused on supply side problems, and has given priority to the development of health services extension programmes and the rapid expansion of health posts and health centres. Despite the huge efforts on the supply side and the high burden of disease, health services utilisation remained low for many years. This was noted in the periodic demographic and health surveys of the CSA and administrative data from MoH itself.

MoH undertook an evaluation with the help of USAID in 1995 and recognised that demand side barriers such as poverty and the cost of health care have contributed to underutilisation of health care services. Based on this evaluation, the MoH established a new health policy in 1995/96, which highlights the importance of health care financing reforms for better health service delivery and health insurance to increase the health care utilisation level and reduce the high disease burden. The MoH set up a task force to lead the process of the policy change.

This task force was headed by the then Planning and Policy Department of the MoH and composed of various stakeholders such as Abt Associates[10], MoFED, Ministry of Social and Labour Affairs, Association of Private Health Practitioners, and four Regional Health Bureaus.

This task force, accountable to the MoH, visited Mexico, Ghana, Senegal and Rwanda in 2006 and 2007 to look into the international experience in health insurance. The task force presented its report and findings to the high level forum chaired by the Minister in 2007. This extensive study and learning process led to the development of the Health Insurance Strategy (HIS) in 2008. The strategy was inclusive of Social Health Insurance (SHI) for the formal sector and a Community Based Health Insurance (CBHI) scheme in rural areas to be rolled out on a pilot basis, with the aim of scaling up nationwide. Further international experience was sought and the task force visited Vietnam, Thailand and China in 2009 to get further understanding in the design, implementation and challenges of health insurance schemes.

Abt Associates had undertaken several studies in relation to CBHI. In 2008 it produced a document on Piloting Community-Based Health Insurance in Ethiopia: The Way Forward and commissioned several feasibility studies on CBHI in four regions - Amhara, Oromia, SNNP and Tigray. Based on these studies, the government launched the CBHI in the four regional states in 2011. In each region, three pilot districts were selected. These districts were chosen on the basis of the willingness of district authorities to implement and support CBHI, geographical accessibility of health centres, quality of health services and management information systems, implementation of cost recovery and local revenue retention (Abt Associates, 2008).

The CBHI project has an inbuilt M&E component in order to assess the pilot implementation and draw lessons for the scale-up. There is also a collaborative research project investigating the impact of CBHI. This research project involved a baseline survey before the implementation of the CBHI in March-April 2011 and has completed a two follow up surveys with the same households, in the same months, in 2012 and 2013. Interim results are indicative of positive results. The process that unfolded from the focus on supply side towards a demand side demonstrates that there are spaces for policy shift when government is faced with data and that this often serves to catalyse actions directed at generating further evidence and policy guidance.

Central Statistics Agency

72. The use of statistics for development planning and growth tracking in Ethiopia is not new and can be traced back to the 1950s. However, it was only in 1963 that this was formalised through the founding of the Central Statistical Office (CSO). In 1989, Government established a Statistical Framework and CSO changed to CSA, which was initially accountable to the Council of Ministers. Since 1996, the CSA is accountable to the Ministry of Economic Development and Cooperation and from 2001 to MoFED. Proclamation No 442/205 in 2005 gave more power and independence to CSA as a federal agency reporting to MoFED.

73. The Agency is responsible for the collation of data, the provision of M&E reports and for the establishment of standards for statistics within government. The Agency is primarily

[10] Abt Associates is a private consulting firm and implementing wing of the Health Care Financing Reform Strategy and Health Insurance Strategy in Ethiopia.

focused on providing data for the purpose of M&E of the country's GTP and for reporting on the MDGs, but not necessarily for the analysis of the data. The scale of CSA activities has increased from household consumption and expenditure surveys in only three selected urban centres to several annual sample surveys, various socio-economic periodic surveys and a population census that is undertaken every ten years.

74. Government was concerned that the data generated by line ministries was uneven and could not be affirmed as official outside of a common set of standards. This control over data and what should be considered official is a matter of internal debate, given that data may be used for policy contestation within the wider governance process. CSA has, therefore, the mandate to build wider capacity and ensure that data quality standards are maintained. This function includes providing training on statistics for line ministries and supporting efforts to enhance data collection and collation efforts within government. CSA has been central in the establishment of the National Statistical System (NSS) and actively collaborates with DPs on the building of the statistical infrastructure and wider data collection and collation capacity in Government (World Bank, 2013).

75. The CSA has restructured itself and demonstrates a high level of responsiveness in the provision of data for M&E purposes. It has established 25 branch offices in different regions. The number of professional staff has grown from 3 in 1962 to 135 in 2001 and in 2013 the Agency has close to 340 professional staff. CSA has been implementing a five year National Statistical Development Strategy (NSDS, 2009/10-2013/14), funded by the World Bank. This particular strategy has been revised to fit into the data requirements of the GTP.

76. The CSA engaged in a consultation exercise in all sectors, including DPs, on their data needs when developing the NSDS. Sector institutions and DPs were also asked to provide their three top priorities for improvement and new data collections. The organisations approached numbered 90 and 18 government organisations, including one Regional State Bureau, responded. Some submitted more than one questionnaire, including MoFED and the National Bank. Six responses were obtained from the multilateral DPs, including the UN, the IMF and the World Bank. Six special-interest organisations responded, including women's organisations, the Confederation of Trade Unions, and organisations representing people with disabilities. Eight research institutions and two companies from the private sector responded (CSA, 2009:48). They were requested to identify the policies that these were to address and to outline the consequences of not obtaining the required information (CSA 2009:48). These prioritised needs presented, for CSA, a clearer sense of statistics for evaluation purposes and a road map for building capacity and work programmes across the whole NSS.

77. CSA has established an NSS coordination unit. This unit is responsible for: the development of common standards and related classifications; service level agreements between each NSS partner[11] and the CSA, the provision of support partners; and managing the data quality assessment process. All these efforts are designed to provide

[11] NSS members include federal and regional government ministries, departments and agencies as well as research and teaching institutions and civil society organisations.

quality, timely and standard data for M&E on the GTP and achievement of the MDGs. CSA has also improved the scope and coverage of business statistics. In 2011 the Agency issued the Ethiopian Data Quality Assessment Framework (EDQAF) with the objective of minimising the data inconsistencies from different sectors by developing common statistical standards, classification and concepts (CSA, 2011).

78. Despite all these efforts and significant shifts in the country's NSS, the country's statistical framework suffers from several limitations. The CSA lacks the capacity to carry out in-depth analysis of the data. In addition, the Agency finds it very difficult to retain personnel with the existing civil service salary standards. The Agency also has limited capacity in terms of field vehicles and field data collection tools. The data collected by CSA does not go below region level indicators. Provincial (Administrative Zones) and district (*Woreda*) level indicators are missing. However, it does enjoy legitimacy and support from DPs and numerous efforts are underway to enhance capacity and assist CSA with the implementation of its plans. The usage of data by sectors and DPs is not high and many stakeholders continue to duplicate data collection efforts through, amongst others, conducting their own surveys. Whilst CSA is building capacity in the wider government system for statistics, there are no demonstrable efforts directed at enhancing capacity for the utilisation of collected data for M&E purposes.

3.3 Evaluation Agents

79. Supply of evidence and evaluation agents are spread across professional public and private suppliers, and embedded in the work of independent think-tanks, universities and professional associations. This group is mainly concerned with conducting evaluations often commissioned by government, but also sometimes by principals.

Professional Suppliers

80. Many of the evaluations reviewed had been contracted to organisations or individuals based in the north, but were often secured or completed in partnership with local consultants or consulting organisations. In some cases the need for local participation is built in as a requirement in the Terms of Reference. There is a perception that local organisations cannot complete large evaluations on their own and need capacity from outside of Ethiopia. Although some evaluations are conducted autonomously, the actual research process often requires government to grant permission. DPs or evaluators have to secure permission from the federal government, the regional states and relevant local structures to conduct local level evaluations.

81. The general perception of DPs who commission evaluation studies is that there are a very small number of private companies in Ethiopia that have the capacity to conduct evaluations. There is very little evidence that shows studies have been conducted, on a commissioned basis, by local companies alone, without some form of partnership arrangement with external organisations. The private supply sector remains fairly small but is growing slowly. Whilst private consulting organisations do apply for work, the perception from interviewees is that they lack capacity and that the number of available skilled evaluation specialist in Ethiopia is very limited.

Independent Think Tanks and Research Institutions

82. The Government of Ethiopia, during the time of the late Prime Minister, established a research institute to provide policy guidance to the Prime Minister and his Cabinet. The

Ethiopian Development Research Institute (EDRI) was established in 1999 with government support, as a semi-autonomous government development research institute headed by the chief economic advisor to the PM. Its primary mission is to conduct research on the development of the Ethiopian economy and to disseminate the results. EDRI is structurally located under the Office of the Prime Minister and from available details appears to be responsible for the generation of policy papers for the Prime Minister and Cabinet. In addition to receiving direct funding from government, it has sourced funding from DPs (EDRI, 2013).

83. Although EDRI appears functional on paper, the extent to which it generates independent evaluation related analysis is contested. Whilst the 2011 Annual Report of the Institute reflects the completion of a number of evaluative type studies, the general output centres on establishing economic models for the future and providing guidance on future oriented policies. The Institute also has an Advisory Board, largely constitutive of serving government ministers and non-state representatives. The Institute has limited full time employees and much of the work is undertaken by research associates from the Addis Ababa University and in collaboration with institutes such as IFPRI.

84. The Ethiopian Economics Associations (EEA) appears to be better resourced and has a much longer history within the country as a think tank. It has also established a research wing, the Ethiopian Economic Policy Research Institute. In addition to conducting and promoting independent research in a number of areas, the Institute has participated in evaluation exercises and successfully completed an impact evaluation on health extension services with the financial and technical support of the Global Development Network. It is also a collaborator on the impact evaluation on Community Based Health Insurance (CBHI) in Ethiopia. This is a four-year research project funded by The Netherlands Organisation for Scientific Research (NWO) and entails collaboration between the association and a number of European Universities. Whilst such collaborative activities are growing, legislation on funding for local institutions establish a number of constraints. There is general awareness amongst those within the non-state sector that there is limited capacity in the country to conduct evaluations and limited evidence collection and collation capacity. EEA is committed to enhancing capacity and is currently working on establishing an institute that focuses on impact evaluation at an MSc degree level. It is anticipated that if this materialises it will play a significant role in enhancing capacity for local evaluation supply.

85. Academics from Department of Economics at Addis Ababa University, the oldest and largest university in Ethiopia, have been engaging with MoFED and are called upon to assist with the drafting of the APRs. This opening up has gained momentum and MoFED has established a formal collaborative project with the Department of Economics. The project includes the provision of tailor made training programmes to MoFED, National Bank, Ministry of Industry and Ministry of Trade employees on macro-economic modelling and forecasting, as well as conducts research relevant to the APRs on the GTP funded by MoFED. The condition for such funding is that the research outputs must be publishable in an international journal of good standing. This linkage provides an important opportunity for the future and suggests some level of appreciation for independent research on the part of government.

86. Given the wider capacity limits, line ministries often establish direct working relationships with specific organisations to assist data collection and evaluative exercises.

For example, IFPRI has established positive working relationships with the MoA, CSA and MoFED. This relationship has allowed it to engage substantively in assisting with evaluations. Of all of the structures existing outside of Government, it is deemed to be an institution with better capacity for evaluation exercises and has completed four rounds of household surveys in a panel fashion and produced a number of evaluation reports on the PSNP. IFPRI continues to work on developing innovative data collection methods for its evaluative exercises.

Universities

87. The number of public universities in Ethiopia has grown from 2 to 31 over the past two decades, and there is now one private university and various university colleges in Ethiopia. Such rapid expansion has brought with it growing doubts about the quality of education as well as the employability of graduates. In 2008 a decision was made by government that all higher education institutions should enrol 70% of students in engineering, technology and the natural sciences, and 30% in social science and humanities. In line with Ethiopia's five-year plan, a target has been set that 25% of university lecturers should be qualified up to PhD level, and 75% to have Masters by 2015.

88. In 2013 only Addis Ababa, Haromaya, Jima and Bahir Dar universities have established post graduate programmes at PhD level in various fields. Addis Ababa University, with government and DP support, has rapidly expanded its capacity for Masters and PhD. In 2010/11 there were over 9,500 enrolments for Master's and nearly 1,300 for PhD. This rapid scaling up comes with risks and the university has been struggling to find experienced local faculty to supervise PhD candidates. In addition, the few qualified faculty have to supervise more than 10 PhD students at a time which may compromise the quality of supervision. Despite all these problems, the pressures for expansion continue.

89. Only one of the universities has introduced a programme primarily focused on building capacity for M&E. Jima University has established a post graduate programme in M&E within the health sector. The programme is also perceived to be more focused on monitoring and hence thin on impact evaluation practice and conduct. Although a number of professional journals are published[12], a review of these suggests that the level of evaluation research is limited. Given the rapid growth in university numbers and governments commitment to the sector, the opportunity for expanding supply capacity exists, but much will be dependent on the quality of education and the growth in PhD numbers.

90. The capacity of universities in supplying evaluation services is limited. Many of the universities are new and others are focused on producing postgraduates for regional universities. As many institutions have increased student numbers, the level of research output from universities is reportedly low. It has been reported that the research incentive system is very low. Staff motivation is poor due to low salaries (about 300 USD

[12] EEA's Journal, College of Development Studies Journal, School of Public Health Journal, Faculty of Business and Economics Journal, Institute of Education Research Journal, Institute of Ethiopian Studies Journal. Journals outside of Addis Ababa and universities in the region are not included here.

per month for assistant professor/PhD holder). Most are engaged in various consultancy works with NGOs and do not have time and incentive for research. Consultancy is a source of income but does not require strong analytical capacity and is not publishable. As a result, universities have been slow in expanding capacity and doing evaluations. Interviewees suggest that universities and the public sector operate at a distance and do not work in partnership. This is due to a long term tense relationships between the two institutions.

Evaluators and Evaluation Association

91. The number of evaluation specialists, working independently or based within organisations, is perceived to be low. The Ethiopian Evaluation Association (EEvA) with a membership of over 100 notes a lack of evaluation professionals within Ethiopia. The association itself struggles to mobilise the required capacities for the conduct of evaluation or for the delivery of quality training for evaluation exercises. Since its establishment in 2009, the association has been struggling to establish itself as a professional body and has not succeeded in mobilising local resources to support its initiatives. Funding for its formal conferences is provided by UNICEF, on the agreement of MoFED. However, it has since not succeeded in its efforts to mobilise further funds and is constrained by the civil society law that limits the extent to which it is able to mobilise DPs resources or resources from other external sources.

92. The leadership of the EEvA remains committed to growing the organisation and perceives it as having an important role in enhancing evaluation practice and appreciation thereof in the wider society. Members and the leadership have worked actively in building government support. Although the organisation has a number of members from within government, the funding mobilisation constraints faced with such associational entities makes it very difficult for the organisation to have an appreciable impact on building wider awareness and appreciation for evaluation exercises. An important articulated objective for the association is building a wider appreciation of the value of evaluations as socially beneficial technical exercises, rather than a critique of government action (EEvA, 2012). The Association has no office and secretariat due to financial and resource mobilisation constraints.

4. PATHWAYS, OPPORTUNITIES AND CHALLENGES

93. This study tries to understand the conditions under which demand for evaluation is generated, the range and capacity of entities supplying evaluation services, and the areas in which supply can be strengthened to meet and foster this demand. This study has shown that there are currently active, latent and potential demands for evaluation. The latent and potential demands are nested within the demands for evidence from principals and government agents in Ethiopia. This demand is part and parcel of government development plans and donor supported government programmes. But most evaluation exercises are financed by DPs and most of evaluation documents are used to inform DP intervention rather than government policies and plans. Even though commitments to evaluation is articulated formally, the level of active ownership and buy-in is likely to remain fairly low in the immediate future. Supply could be strengthened through work with EEA/EEPRI and AAU and MoFED collaborative projects. Principals and government agents need not only to appreciate but also to institutionalise evaluation practices for evidence based development policy making. Capacity should be

enhanced to ensure an adequate and effective supply of evaluation. A range of pathways relating to these triple challenges is identified and discussed below.

4.1 Demand

94. There has been actual demand from principals for APRs to evaluate the performances of government agents and feed into policy processes. There is potential demand for quantitative technical evaluation studies, emerging from the Council of Ministers. The study revealed that there are opportunities embedded in the emergent system that would facilitate the construction of a more robust and effective evaluation demand and supply system. Thus, there is more of a latent demand for a variety of forms of evaluations to be undertaken to improve performance in the Executive and possibly in the legislature. Civil society organisations such as PANE have demonstrated actual demand for evaluation through its implementation of citizen report cards.

95. It is reported that the HPR is becoming more concerned with M&E. Recently members of various standing committee increased the intensity of M&E on government activities and undertook intensive field visits which has never been the case before. However, given the absence of a strong opposition and the low levels of active engagement, the space for evaluations for oversight remains limited. It will take time for legislators to recognise the value of seeking alternative voices for the exercise of oversight and hence for there to be recognition of the value of independent studies. The various standing committees of the Parliament are potential users of evaluation and this appears to be a source of latent demand.

96. Latent and, to some extent actual, demand for evaluation is located in the Executive. It is reported that the Council of Ministers have expressed a concern that the APRs do not provide details on the impact of interventions and programmes. This coupled with the appointment of a State Minister of M&E suggest latent demand. It also establishes a space for encouraging a more open orientation to civil society led evaluative exercises. In this context support for a limited number of evaluations could provide a starting point for development of the field. Evaluations completed through sector working groups could be fed into the system through biannual high-level forum meeting and quarterly sector strategy working group meetings.

97. Civil society can act in the provision of, demanding for, and supply of evaluations. It is observed that there has been actual demand for and supply of evaluation. Civil society organisations actively engaged in research initiatives, including community based evaluative exercises, in order to engage in advocacy work on specific policy areas. The potential for this is, however, constrained by legislation relating to the registration and funding of NGOs.

98. Table 4 shows there is DP support for developing the GoE's capacity to work with evaluative information. DPs can help to commission evaluations and technically support the processes through donor government dialogue in high level and sector forums. Nearly all DPs are instituting M&E in their projects and programmes and establishing mechanisms for incorporating programme beneficiaries in evaluation related technical steering committees. Evaluation studies provide an opening for government policy reflections. The commitment of MoFED to enhance its AMP database provides an opportunity for an appreciative shift in this area. Linking the efforts to the DAG

commitment to the Paris Declaration on Aid Effectiveness and UNDP efforts towards strengthening national capacities to formulate evidence-based policies and strategies, is likely to assist in deepening ownership over evaluations.

4.2 Evaluation

99. M&E has permeated the development discourse of the government despite a conflation of monitoring with evaluation. Operational commitment is reflected in government support for five-year plan reviews and RBM. Furthermore, government is working with DPs on enhancing the evaluation system. The commitments to CSA and to enhancing capacity in MoFED are further opportunities for enhancing the role of internally driven and owned evaluation exercises.

100. MoFED stands at the centre of evidence based policy making as an overarching department with the authority to facilitate the link between demand and supply. MoFED has a five-year M&E action plan, supported by DPs, to monitor input, process and output indicators across levels of government. However, the evaluation capacity of the DPRD of MoFED is very limited so UNICEF is planning to build the capacity of the unit. The Directorate has been managing poverty reduction strategy evaluations and undertaking poverty analysis every five years based on household surveys. These are produced by consultants inside and outside the country. This is an established and institutionalised demand for evaluations that will continue even without donor support.

101. The GoE has limited capacity to commission and manage evaluation. Some interviewees report that even capacity for the generation of ToRs for M&E exercise is limited. It is difficult to see how government can overcome this challenge, given the very low salaries of senior civil servants. There is also limited supply from within the country.

102. CSA undertakes annual and periodical surveys. The most important for evaluative studies are the four rounds of household surveys. These are sufficient to undertake poverty analysis and some health focused evaluative research. The limitation of these surveys is the absence of panel data that tracks the same household at different times. The emerging data and statistics culture is, however, promising for making quality and adequate data available for evaluative research. The GoE has prepared a sound and practical national statistical development plan, strongly grounded in the desire to improve the quality of decision making through the use of evidence. The CSA has issued a five year NSDS.

103. Building on the energy within CSA provides an opportunity to enhance data collation and ensure wider distribution for analysis. This would overcome the challenge that many analysts and evaluators face in doing evidence based analysis. The CSA has demonstrated a commitment to enhancing the quality of data and minimising data inconsistencies by developing a standard format to collect and monitor data from ministries and agencies. The first rounds of Data Quality Assessments were conducted in the education and rural roads sectors with support from the PBS programme (AfDB). This commitment provides an opportunity to facilitate deeper cooperation between DPs on building data sources that would feed into independently commissioned evaluations.

4.3 Producers

104. There is limited capacity and fragmentation on the supply side. Most impact evaluations are carried out by international evaluators. In some cases government is not happy with some evaluation findings and there is a problem with buy-in.

105. Whilst the funding environment is constraining for associations, they provide an important opportunity for enhancing the level of research undertaken in the country and for the organisation of policy related interactions. The EEA has demonstrated that it has the capacity for policy level engagements and can be of value to government. It has already acted on developing an MSc degree that focuses on impact evaluations. However, the space for mobilising resources for the EEA and other associations is limited and would require a shift in government policy to facilitate capacity development opportunities. Some encouragement of changes to national regulations governing the mobilisation of resources on the part of such associations would, over the long-term, be of benefit to government and the wider society.

106. The university sector in Ethiopia has very little budget for research. Most research are supported by donors. The problem with this is the link with demands from government. There are attempts to link research with the development plans of the country though the output remains to be seen. The recent collaboration between Addis Ababa University and MoFED is a breakthrough for the university-government relationship for tailored training and demand driven research. This a very good opportunity that should be taken to regional states and regional universities to look at how research incentives could be better aligned to help universities connect to policy.

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APPENDIX A: INTERVIEW LIST

No	Name	Position	Organisation
1	Mr. Admit Zerihun	Senior Macroeconomist	African Development Bank- Ethiopia Country Office
2	Dirk Wagener	RBM Manager	UNDP-Ethiopia Country Office
3	Chrysantus Ayangafac	Governance	UNDP-Ethiopia Country Office
4	Sehen Bekele	Governance	UNDP-Ethiopia Country Office
5	Atnafu Woldegebriel	Governance	UNDP-Ethiopia Country Office
6	Ayele Nugussie		UNDP-Ethiopia Country Office
7	Dr. Rogers Pearson	Chief, Research, Evaluation, Policy and Monitoring	UNICEF-Ethiopia Country Office
8	Workie Mitiku	Deputy Chief of Party	Abt Asst. HCFR
9	Mr. Kenney Osborne	Senior Statistics Adviser & Head, Corporate Effectiveness Team	DFID-Ethiopia Country Office
10	Mr. Wondimsyamregn Mekasha	M & E Specialist	WB-PBS Secretariat
11	Dr. Alemayehu Seyoum		IFPRI-Ethiopia Country Office
12	Dr. Assefa Admassie	Director, EEPRI	Ethiopian Economics Association/Ethiopian Economic Policy Research Institute (EEA/EEPRI)
13	Dr. Fenta Mandefro	Associate Dean for research and technology transfer, FBE	Addis Ababa University, Faculty of Business and Economics (AAU/FBE)
14	Mr. Fasika Kelemework	President of EEvA and M&E Manager EU	Ethiopian Evaluation Association
15	Mr. Eshetu Bekele	Executive Director	Poverty Action Network of Ethiopia
16	Mr. Biratu Yigezu	Deputy Director General, Statistical Surveys & Census	Central Statistics Agency (CSA)
17	Mr. Alemayehu G/Tsadik	Acting Deputy Director General , National Statistics System Coordination & Operation	Central Statistics Agency (CSA)
18	Mr. Temesgen Walelign	Director, Development Planning and Research Directorate	Ministry of Finance and Economic Development (MoFED)
19	Admasu Nebebe	Director, UN Agencies and Regional Economic Cooperation Directorate	Ministry of Finance and Economic Development (MoFED)
20	Yonas Getahun	Expert, UN Agencies and Regional Economic Cooperation Directorate	Ministry of Finance and Economic Development (MoFED)
21	Dawit Ayele	Expert, UN Agencies and Regional Economic Cooperation Directorate	Ministry of Finance and Economic Development (MoFED)
22	Fiseha Abera	Director, International Finance Directorate	Ministry of Finance and Economic Development (MoFED)
23	Dereje Girma	Senior expert, Bilateral Cooperation Directorate	Ministry of Finance and Economic Development (MoFED)

No	Name	Position	Organisation
24	Mr. Adugna Nemera	Capacity Development Officer	Ministry of Finance and Economic Development (MoFED)
25	Mr. Samuel Abiyu	Team leader, Planning and Programme Directorate	Ministry of Agriculture (MoA)
26	Mr. Daniel Dangiso	Director, Policy Planning Directorate	Ministry of Water and Energy (MoWE)