

20. JOINT EVALUATION

COUNTRY PARTNERSHIP FRAMEWORK ETHIOPIA-SPAIN (2011-2015)

SYNTHESIS REPORT



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ACRONYMS

AECID	Spanish Agency for International Cooperation
AGP	Agricultural Growth Programme
BoCT	Bureau of Culture and Tourism
BoFEC	Bureau of Finance and Economic Cooperation
CAP	Open and Permanent Calls
CPF	Country Partnership Framework
DFID	Department for International Development
DAC	Development Assistance Committee
DAG	Development Assistant Group
DRMFSS	Disaster Risk Management and Food Security Secretariat
FIIAPP	International and Ibero-american Foundation for Administration and Public Policies
FONPRODE	Development Promotion Fund
FCSAI	Spanish Foundation for International Cooperation, Health and Social Policy
GDP	Gross Domestic Product
GTP	Growth and Transformation Plan
HEW	Health Extension Workers
HPN	Health, Population and Nutrition Group
HSDP	Health Sector Development Plan
MDG	Millennium Development Goals
MoA	Ministry of Agriculture
MoCT	Ministry of Culture and Tourism
MoFEC	Ministry of Finance and Economic Cooperation
MoWCYA	Ministry of Women, Children and Youth Affairs
NGO	Non-Governmental Organisation
OAH	Humanitarian Action Office- AECID
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OECD-DAC	OECD-Development Assistance Committee
OTC	Technical Cooperation Office
PCI	Programmes of Interuniversity Cooperation
PO	AECID Operational Programming
PBS	Promoting Basic Services Programme
RED&FS	Rural Economic Development and Food Security
SACCO	Savings and credit cooperative societies
SDG	Sustainable Development Goals
SGCID	Secretary of State for International Cooperation and for Ibero-America
UNDP	United Nations development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund for Populations Activities
UNFPA	United Nations Population Fund

UNHCR	United Nations High Commissioner for Refugees
UPM	Polytechnic University of Madrid
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme

I. INTRODUCTION

Spanish Cooperation has been present in Ethiopia since 2007. The Country Partnership Framework 2011-2015 (CPF) is the joint country partnership strategy that has guided the work of Spanish Cooperation in the country since 2011. Its preparation in 2010 coincided with the formulation of the Growth and Transformation Plan (GTP) the Ethiopian Government development strategy for the period 2011-2015, aiming at boosting a national transformation and growth process designed to lift the country out of poverty and place it on the path to become a middle-income country by 2020.

The CPF established that Spain would focus its support on three priority sectors (basic social services, health, and rural development and fight against hunger), two intervention sectors (gender and culture) and humanitarian action as field of action. In addition, gender and environment were considered cross-cutting priorities.

As the CPF has come to an end, the Evaluation and Knowledge Management Division of SGCID and FIAPP have commissioned a final evaluation. The purpose of this evaluation is to provide an overall assessment of the CPF, including the main results achieved and Spanish Cooperation country strategy in Ethiopia. The evaluation highlights strengths and weaknesses and provides inputs for the development of the next CPF. This document is an abridged version of the evaluation report. Information regarding methodology, limitations of the evaluation, in depth analysis of findings are included in the main report.



Common Interest Group of Women in Oromiya

2. INFORMATION ANALYSIS AND INTERPRETATION

2.1 ETHIOPIAN CONTEXT

Ethiopia is the second most populous country in Africa, with 96.5 million inhabitants. According to the 2015 UNDP Human Development Report, in 2014 Ethiopia is among the low-human-development countries, ranking 174 out of 188 countries. In the last decades, the country has experienced high rates of economic growth (10.3% on average between 2011 and 2015), which have enabled it to reduce poverty (from 38.7 per cent in 2004/05 to 29.6% five years later), and make significant progress in terms of socio-economic development¹.

Despite these advances, Ethiopia remains a low-income country with important development challenges, and significant regional and rural-urban disparities. 80% of Ethiopian population lives in rural areas² and depends on small-scale rain-fed agriculture with low production and productivity as a means of subsistence. A large part of the population suffers from food insecurity. With regard to indicators of parity, although there have been improvements in the access of girls to primary education and access and control of productive resources by women, Ethiopia is one of the least developed countries in terms of gender equality (position 126 of 148 countries with a value of the inequality of gender index, IDG, 0.853)³.

This situation is aggravated by frequent natural and/or man-made disasters, such as droughts, floods, epidemic outbreaks, interethnic tensions and flow of refugees from neighbouring countries. Recurring cycles of drought cause chronic humanitarian crises that gradually erode the resilience of already vulnerable communities, especially among small farmers and communities of nomadic pastoralists. In addition, today Ethiopia hosts the greatest population of refugees in the region with 731,071 refugees in January of 2016⁴. Finally, in terms of conflicts, the persistence of the Ogaden conflict in the Somali region (despite a decrease in intensity over the years) and the recent clashes in Oromiya remain sources of concern and require close monitoring regarding their humanitarian consequences.

¹ Information available in: <http://documents.worldbank.org/curated/en/2015/07/24756616/fourth-ethiopia-economic-update-overcoming-constraints-manufacturing-sector>.

² Information available in: <http://www.unocha.org/eastern-africa/about-us/about-ocha-eastern-africa/ethiopia>.

³ Information available in: http://hdr.undp.org/sites/default/files/hdr_2015_statistical_annex.pdf.

⁴ Information available in: <http://www.unocha.org/eastern-africa/about-us/about-ocha-eastern-africa/ethiopia>.

2.2 OVERVIEW OF SPANISH COOPERATION IN ETHIOPIA:

ODA BEFORE AND DURING THE CPF PERIOD

The main source of information for the comparison between pre-CPF (2007-2010) and CPF periods (2011-2014) are the Spanish Official Development Assistance (ODA) statistics available at [Info@od⁵](mailto:Info@od5) online platform. For an in-depth analysis of the CPF period only, the evaluation team has additionally compiled a parallel list of interventions, which includes information provided by SGCID on interventions in Ethiopia financed by AECID and the Autonomous Regions of Madrid and Catalonia. It also includes 2015 ODA partial data and official ODA information referring to all other Spanish funders.

ODA IN ETHIOPIA HAS DECLINED BY TWO THIRDS, CONSISTENT WITH THE DECREASE OF SPANISH ODA WORLDWIDE: While Spanish ODA to Ethiopia increased during the first years since the establishment of the OTC (2007-2009), it has progressively declined during the CPF period (years 2011-2014). This evolution is consistent with the global trend of Spanish ODA worldwide, which has dramatically decreased since the financial crisis. During the CPF period (2011-2015), 290 disbursement records have been identified amounting €58,9 million⁶.

THE MINISTRY OF FOREIGN AFFAIRS AND COOPERATION IS BY FAR THE LARGEST SPANISH FUNDER IN ETHIOPIA: The Spanish Central Government (mainly through its cooperation agency, AECID) has been the largest funder of Spanish ODA to Ethiopia (92%), in the CPF period, followed by the Autonomous Regions (7%), and local governments (1%). Despite an overall decline in terms of volume disbursed, the proportion of funding by actors has remained more or less stable in both periods.

SPANISH NGOS HAVE BECOME THE MAIN CHANNEL OF AID DELIVERY: Spanish NGOs have been the largest channel of delivery (42% share). Conversely, multilateral organisations have witnessed a 90% reduction of funds. Ethiopian Public Institutions have received similar funds in both periods, being the second most used channel in the CPF period (30% share). Financial cooperation (both reimbursable and non-reimbursable) has drastically decreased.

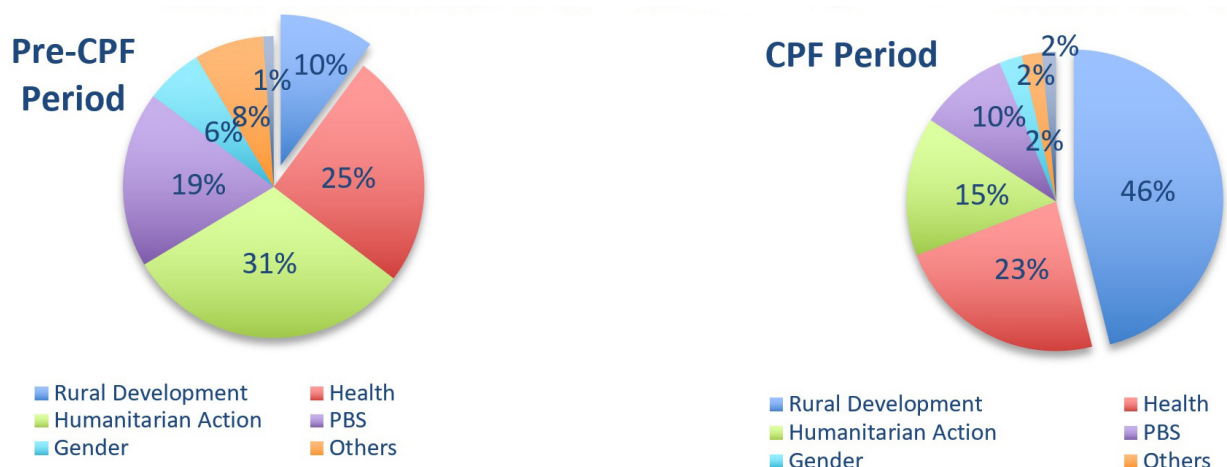
SIGNIFICANT INCREASED SUPPORT TO RURAL DEVELOPMENT DURING THE CPF PERIOD, WHILE HUMANITARIAN ACTIONS AND PBS SUPPORT DECREASE SUBSTANTIALLY: During the CPF period there has been a significant increase of ODA to rural development and fight against hunger. Support to the health sector is very similar in both periods, though it has decreased its relative share over the total ODA disbursed in the CPF period. Both PBS (Promoting Basic Services Program) support and humanitarian

⁵ Please, refer to main report for limitations encountered regarding the use of Inf@od tool.

⁶ This figure includes ODA estimates for 2015 (non official data).

action have significantly decreased their share over the total ODA from one period to the other. Gender and culture have in both periods little share in terms of ODA, but gender interventions have decreased more significantly in the CPF period.

Chart I. ODA distribution in Ethiopia according to CPF priority sectors in both periods



Source: info@od

GEOGRAPHIC DISTRIBUTION OF ODA: MOST OF THE FUNDS ARE ALLOCATED TO PRIORITY AREAS (SOMALI, AFAR AND Oromiya), CLOSELY FOLLOWED BY NATIONWIDE PROGRAMMES: This is consistent with the CPF document, which states that Afar, Oromiya and Somali are considered priority regions and that geographic prioritization will be first applied to NGOs interventions. Specifically, it applies to projects financed by NGOs in the sector of rural development and food security and in the field of prevention, mitigation and attention to chronic humanitarian action crises.

2.3 DESIGN, MANAGEMENT AND MONITORING OF THE CPF

2.3.1 DESIGN

The CPF of Ethiopia was designed between December 2010 and July 2011. The formulation process followed the phases and steps of the CPF methodology 2010, developed by SGCID in the framework of the III Master Plan of Spanish Cooperation 2009-2012.

In terms of participation in the formulation process, the main observation is the absence of decentralized cooperation actors (Autonomous Regions and Local Entities) from the Spanish Cooperation. With respect to Ethiopian stakeholders, negotiations were carried out by the Ministry of Finance and Economic Cooperation. The absence of the Ministries of Agriculture, Gender and Culture in formal meetings is remarkable, since these are prioritized sectors in the CPF.

Given the commitments to channel the majority of funds in health through public institutions and to avoid aid fragmentation, it was agreed that NGOs should concentrate their efforts exclusively on rural development. Secondly, actions concerning rural development would be concentrated in three regions: Somali, Oromiya and Afar. The extension of these priorities to other instruments of Spanish Cooperation would follow at a later stage.

Throughout the document (and the methodology itself), the wish to fulfil the commitments regarding aid effectiveness is very noticeable, reflecting the momentum of the Aid Effectiveness Agenda at the time the CPF was designed. In line with these commitments, the results framework for each priority sector established objectives, indicators and general results taken from relevant Ethiopian development plans⁷ and linked them to Spanish Cooperation instruments and interventions.

Nonetheless, the evaluation team finds that Spanish Cooperation's own strategic vision is missing in the CPF. While alignment with national policies, goals and indicators is key to ensure that aid effectively serves recipient countries' priorities and needs, it should not prevent Spanish Cooperation from articulating its own vision on how to best contribute to these national efforts.

Establishing specific targets to track achievements and defining ways to measure the effect of the support is not in contradiction with the principles of alignment and ownership. Rather, it provides a roadmap to guide the steps required to meet the commitments to support national goals.

However, nor the methodology or the CPF document include a results chain that sets what is to be achieved through the general or sectorial strategy of Spanish Cooperation and what are the underlying assumptions and the logical and expected cause-effect relationships among the different elements of the chain. The lack of mention to activities, products and intermediate outcomes needed to meet the overall goals makes it difficult to apply results based management and mutual accountability. Thus, a planning for results logic is absent: the strategic vision is not clear and no attainable targets (neither processes nor products) are established to monitor performance.

In the case of aid effectiveness results the CPF did establish a framework with clear targets to improve ownership, alignment, harmonization and management for results. The CPF also established an overall budget of around €101,420,000 for the 2011-2015 period.

⁷ Namely, the Growth and Transformation Plan (GTP) Health Sector Development Program IV (HSDP IV) and Women's Development Program I), the African Union Comprehensive Africa Agriculture Development Program (CAADP), Agricultural Development Led Industrialization (ADLI), among others.

2.3.2 MANAGEMENT PROCESS AND MONITORING OF THE CPF

The evaluation team has found that in practice the CPF is only a planning tool (not only in Ethiopia⁸) with very little use as a management and monitoring tool since it lacks a monitoring system to measure overall progress towards results. In fact, in the past five years, not a single CPF monitoring report has been produced, nor has the originally planned mid-term evaluation been conducted.

Throughout the evaluation the team has noticed that Spanish Cooperation stakeholders have different levels of ownership of the CPF. In fact only AECID takes the CPF as a reference document. Thus, although the CPF intends to represent the strategic plan for the Spanish Cooperation as a whole, it mainly reflects AECID's strategy. Clear evidence is that NGOs projects financed by Autonomous Regions and Local Entities do not necessarily prioritize the same sectors and regions as the CPF.

Within AECID, there are also different levels of ownership. Africa and Asia Cooperation Directorate and the OTC are the only two parties clearly engaged with the CPF. The remaining departments take the CPF into account only to delimit sectors and geographic priorities in their public call for proposals (NGOs Department, Cultural Department). According to the OTC, AECID's own Operational Programming (PO) is in fact the document which guides monitoring of AECID-financed interventions.

The evaluation finds that management and follow-up is not governed by the objectives and results to be achieved but rather by administrative control and technical management of individual interventions related to the instruments used to channel resources. This, together with the fact that the decision on budget allocation depends on different directorates and departments in headquarters that do not necessarily consult each other, has led to the loss of a comprehensive view, favouring fragmentation and a "silos" type of work.

Despite all of the above, the OTC maintains that the CPF has been instrumental to better organize and structure the work initiated in previous years. As such, it has helped clarifying AECID's strategy both internally and externally. By establishing official commitments with the partner country, the CPF has helped AECID to avoid sudden unilateral changes in decision-making, hindering giving support to initiatives outside the agreed framework.

⁸ The synthesis of CPF evaluations published by SGCID shows that Ethiopia is not a single case. <http://www.cooperacionspanola.es/es/sintesis-evaluaciones-de-marcos-de-asociacion-pais-map-2014>.

2.4 MODALITIES AND INSTRUMENTS USED

Programmes and projects: 53% of total CPF funds have been channelled through project and programmes, undeniably the most commonly used instrument in Ethiopia during the CPF. Most of the programmes and projects have been implemented by Spanish NGOs in the rural development sector.

Agreements and projects⁹ implemented by NGOs represent more than 80% of AECID funds channelled through projects and programmes during the CPF period. From the aid effectiveness perspective, these projects do not follow the programme based approach criteria with regards to harmonization, predictability and/or use of national systems (they are considered parallel units). However, despite reservations, the Ethiopian Government recognizes that NGOs' work is fully aligned with national development policies and strategies, and have greater ability to reach remote areas, as it has been verified during field visits.

In addition to NGOs' projects, during the CPF period 9 projects have been financed through foreign policy grants: 6 of them with Ethiopian public entities, and 3 of them through Spanish public institutions (FCSAI and UPM. The profile of these projects is very heterogeneous and it is not possible to draw any general conclusion as a whole. However, the documents analysis and additional information collected in the field confirms what the AECID's Guide of Aid Modalities and Instruments (2014) anticipates: when these projects have been integrated into government initiatives with a strong government ownership and drive, where Spain has a longer term and more consolidated position, they have encouraged to a larger extent harmonization, complementarity, mutual accountability and policy dialogue. This is the case of the policy grants given to the Ministry of Agriculture).

All the other projects have little relevance in terms of budget. They were funded via different calls for proposals such as open and permanent calls (CAP), business CAP, Programmes of Interuniversity Cooperation (PCI), Innovation Actions - CAP and PCI were abolished by AECID in 2012.

Programme based support: Donors' baskets/pool funds: Despite CPF commitment to progressively increasing the proportion of funds destined to program-based support in order to promote greater effectiveness, only 35% of Spanish ODA has been channelled through this aid modality (six grants for a total of €20,81 million, 48% invested in health).

In the three priority areas of the CPF, resources have been allocated to existing basket funds: in health – to the Sustainable Development Goals Pool Fund (SDG-Pool Fund); in rural development to the Agricultural Growth Program (AGP) and in Basic Social Services to the Program of Basic Services (PBS). The support to the SDG-Pool Fund and to AGP was formalized through multiyear grants. Some informants have highlighted that this multiannual commitment helped to maintain funding despite budgetary restrictions in Spain.

⁹ Agreements here make reference to what is known as *Convenios* in Spanish.

This is the instrument that is more aligned with the principles of aid effectiveness, and therefore offers a more harmonized work and stimulates mutual accountability. Furthermore, Spanish Cooperation recognizes the potential of this instrument as it allows to participate through dialogue with the partner country in the formulation and monitoring of public policies and to promote public reforms, with the ultimate goal of fighting poverty¹⁰. This potential has been clearly evident in the case of the SDG Pool Fund and the AGP. While Spanish Cooperation's weight in these pool funds is very small in terms of funding (around 0.4% in the SDG Pool Fund and 2.5% in AGP), its contribution is publicly recognized and valued, not only by the implementing ministries, but also by other bilateral donors and international organizations. In the case of the PBS, no contribution to policy dialogue has been evidenced, as explained later in chapters 2.5.3 and 2.6.1.

Finally, since the OTC opened, Spain has been an active member of the DAG¹¹, participating in the Executive Committee and technical working groups. In addition, it has supported DAG activities through contributions to funds managed by the Secretariat hosted in UNDP country office. Before the CPF period, the Spanish Cooperation financed the Gender Pool Fund (€475,000 between 2009 and 2010) and has also funded during this period the DAG Pool Fund (€50,000 in 2015).

Technical Cooperation Instruments: Technical cooperation in Ethiopia has had little weight in terms of volume as it only represents 2.7% of funds disbursed in 2011-2015, mainly in the form of scholarships for university students. There has only been one technical assistance at the end of the CPF period within the framework of the Programme of Support to African Inclusive Public Policies (APIA in Spanish), jointly managed by AECID and FIIAPP.

This instrument is underutilized in Ethiopia, despite its potential to promote aid effectiveness as a complement to larger interventions. In fact, the OTC has expressed its desire to be able to further use this form of aid, which sometimes may be much more suitable than the provision of financial resources, since it supports knowledge transfer and institutional capacity building while providing opportunities for exchange by creating collaboration networks.

Voluntary contributions to international organizations: During the CPF period the only voluntary contributions to multilateral organizations, specifically earmarked to Ethiopia, come from the Office of Humanitarian Action of AECID. However, in Ethiopia several interventions have been financed through regional and global trust funds: the NEPAD Spanish Fund for African Women's Empowerment and the Millennium Development Goals Achievement Fund (MDG-F). In both cases, contributions were made before the CPF period. The evaluation team has no evidence regarding any integration of these programmes in the overall strategy of Spanish Cooperation in Ethiopia or related to their complementarity with specific interventions. It does not seem that Spain has taken any advantage of these experiences to improve policy dialogue, to establish relationships with new partners or to enhance information regarding the CPF sectors.

¹⁰ AECID's Guide of Aid Modalities and instruments, page 20.

¹¹ Development Assistance Group, principal interlocutor between donors and government.

Instruments of financial cooperation: The CPF envisaged the possibility of using the Microcredits Fund (Fondo para la Concesión de Microcréditos, in Spanish) and the reimbursable cooperation facility of FONPRODE to promote access to credit for small-scale farmers, in order to complement AGP, as well as in the field of basic infrastructures, including irrigation, and renewable energy. However, Ethiopia is not eligible to receive state-to-state refundable cooperation, according to FONPRODE rules and regulations, and no other reimbursable cooperation instruments were used either due to the constraints of Ethiopian regulations.

2.5 CONTRIBUTION TO DEVELOPMENT RESULTS¹²

PRIORITY SECTORS

2.5.1 RURAL DEVELOPMENT AND FIGHT AGAINST HUNGER

Over the last years, different national development plans recognize the importance of the agriculture sector and its contribution to poverty alleviation and overall national economic and social development. The Agricultural Growth Program (AGP) is one of the flagship programmes of the Ministry of Agriculture (MoA) and it seeks to increase agricultural productivity and market access for key crop and livestock products with increased participation of women and youth. Besides, international cooperation to this sector has a strong governance and coordination structure, articulated through the rural economic development and food security working group (RED&FS), which was established in April 2008.

CPF approach and planned contribution to the sector

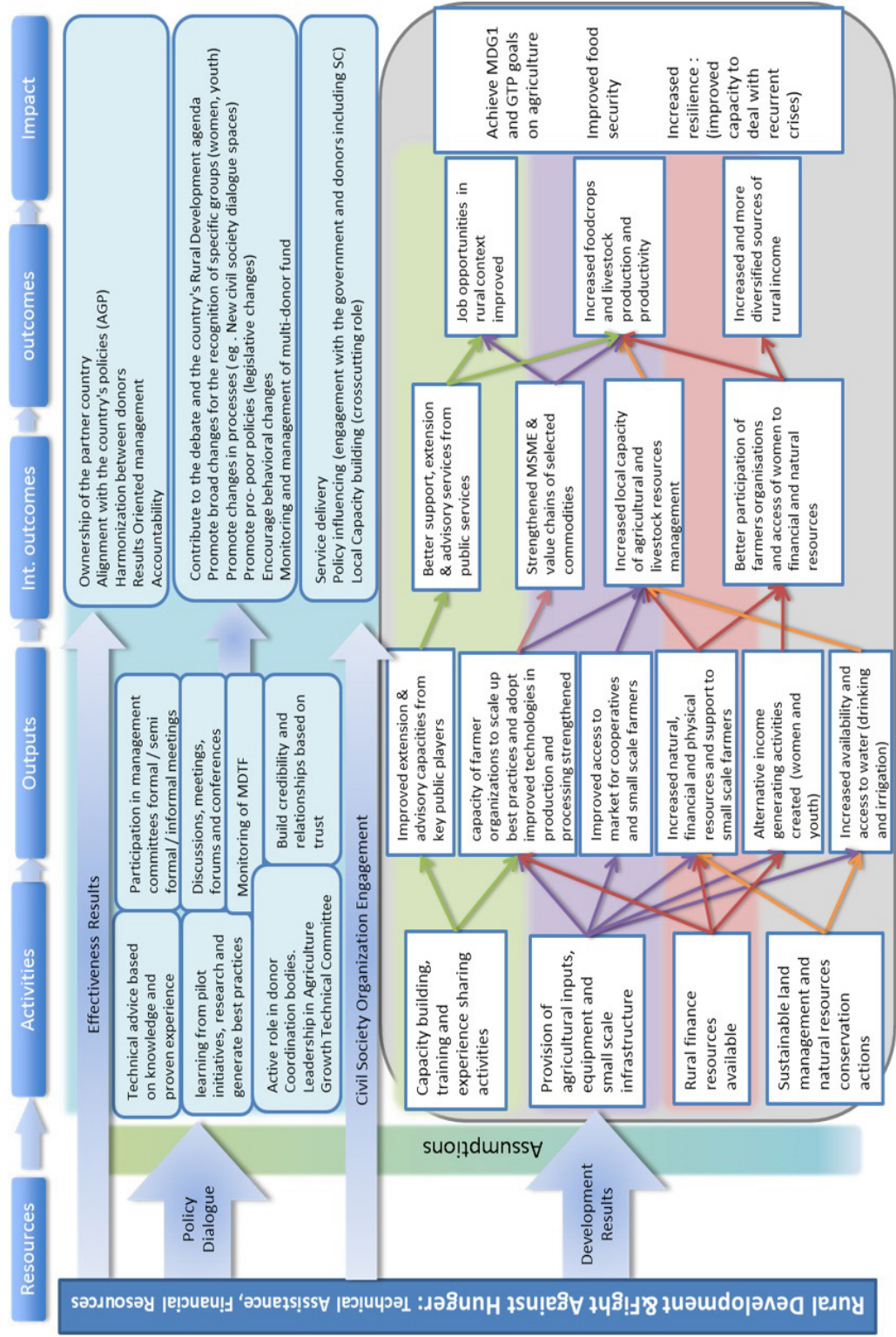
The CPF is fully aligned with national policies and aims at increasing agriculture and livestock production and productivity with the double objective of fighting hunger on one hand and making agriculture a leading sector for the economy, on the other. In order to do so, the CPF lays out two components taken from the AGP and the GTP¹³ and links them to national results and indicators. However, it does not articulate a results chain.

As shown in the graph below (reconstructed by the evaluation team), by increasing agriculture production and productivity, ultimately these interventions seek to increase food availability so as to achieve food security, build resilience and attain MDG I and GTP goals.

¹² The following analysis is based on information gathered through different sources: list of interventions financed during the period 2011-2015; documentary analysis of 46 interventions; 16 field visits; 15 project focused interviews and sectoral surveys 19 survey responses.

¹³ 1) Improvement of agricultural and livestock production and productivity; 2) Improvement of market access for small farmers and commercialization of food staples. Contribution to the creation of small enterprises of agriculture and livestock product transformation.

Chart 2. CPF Reconstructed intervention logic: Rural Development and fight against hunger



Source: prepared by the authors

WHAT HAS BEEN DONE?

BUDGET DISTRIBUTION BY INSTRUMENTS

The evaluation team has identified 77 records in the area of rural development and fight against hunger during the period 2011-2015, for a total ODA of over €29 million. 90% of the funds were disbursed by AECID, followed by Catalonia (4%) and by other Spanish autonomous regions and local governments with less than 1% share each. 49% of CPF funds have been allocated to this sector, channelled through several instruments:

- **Pool Fund:** 18.9% of the total AOD disbursed in the sector has been channelled through contributions to the AGP (approx. 2.5% donor contribution to AGP I).
- **Programmes and Projects:** almost 81% of the funds have been channelled through this instrument. They include NGOs interventions (94.5% of the funds); Direct contributions to the Ministry of Agriculture, including support to the RED&FS Secretariat, and support to AGPII formulation (1,9% of the funds) and public-private projects (2,2% of the funds).

ASSESSMENT OF ACTIVITIES, OUTPUTS AND INTERMEDIATE OUTCOMES

While all interventions aim at contributing both to fighting hunger and to strengthening agriculture as a driving sector for the economy, broadly speaking, implicitly, the view was that AGP and private-public interventions would focus on production and commercialisation whereas NGOs interventions would address rural poverty by reducing vulnerabilities and improving income through increased farmers production and productivity. However, desk review, site visits and the questionnaires reveal that the type of activities that both groups of interventions have implemented, regardless of the delivery channel used, are very similar.

When “efforts” refer only to financial resources, not surprisingly hard activities such as infrastructures and provision of inputs and equipment stand as the most resource- consuming activities followed by softer activities related to enhancement of capacities.

Improved extension & advisory capacities from key public players (not explicitly mentioned in the CPF): All rural development interventions funded by Spanish Cooperation are implemented together with local authorities. Although the level of participation in the implementation varies from program to program, in general terms there is a close interaction and programmes have overall positively benefited technical services at minimum by providing training (managerial to technical skills) and much needed equipment (transportation logistics -bikes and motorbikes, and fuel-, office furniture, etc.). However, while the frequency of service and the knowledge of the staff are likely to have increased during the implementation of the programmes, it is difficult to measure the extent to which this has improved the quality of the services provided generally.

Farmer organizations capacities to scale up best practices and adopt improved

technologies in production and processing strengthened: Programmes implemented by NGOs and by MoA (AGP) have either created new or built on existing multipurpose cooperatives and/or unions of cooperatives. In addition, through the Business CAP a union of cooperatives in Oromiya and Horticulture Producers Association were also supported. Considerable efforts have been put to build the capacity of these organisations, to improve agricultural knowledge and techniques, to provide inputs (tools, seeds, fuel, pesticides etc.) and construct infrastructure (warehouse, shops, office). By promoting the creation and/or consolidation of cooperatives, and particularly by constructing storage facilities for the cooperatives, the programmes have improved access to fertilizers, seed suppliers and other subsidized consumables such as sugar¹⁴. In some cases, the storage facilities have been instrumental to save money (from renting) and as collaterals to access loans from commercial banks. NGOs programmes not only provide trainings and supplies but also inject capital as revolving funds in the cooperatives. This is very appreciated by beneficiaries as it solves the lack of capital to finance marketing operations (farmer cooperatives), or to provide credits (SACCOs).

Agricultural cooperatives seem to have a positive effect on making available better market information to the farmers and improving their bargaining power with middlemen and brokers. According to interviews, by having better information regarding prices fluctuations, product demands and market places, farmers can better plan the crops, make decision on what to grow and improve their negotiation power. However, the linkages with market seem to be stronger in Arsi (Oromiya), than in Somali region where the interventions visited show that the focus has been on production rather than on commercialisation. Overall, the evaluation team has not found a solid value chain approach in the interventions analysed. Rather, programmes tend to focus on one single economic agent (producer) and one set of activities (production) instead of looking at the interdependence of economic agents and activities along the chain.

Improved access to market for cooperatives and small scale farmers: With access to markets being one of the primary constraints faced by smallholder farmers, AGP seeks to strengthen rural market development to enhance the profitability of agricultural activities and links to agro-processing. From the start of the program to date, construction contracts were entered for a total of 95 feeder road covering 638.96 km, from which 83% have been completed, 142 foot bridges have been constructed and 85 primary market centres are completed and other 4 market centres are currently under construction (AGP JRIS March April 2016 Aide Memoire). Besides physical access to market some interventions supported by Spanish Cooperation have improved access to market information (as seen previously) and also increased market linkages between actors. For instance, the union of cooperatives supported through the business CAP reports that the programme has enabled the union to establish direct links with consumer associations in Addis Ababa.

¹⁴ The Government distributes agricultural inputs and fertilizers through cooperatives. Therefore, proximity and access to nearby cooperatives are of key for many farmers in Ethiopia.

Increased natural, financial and physical resources and support to small-scale farmers: As described under several outputs, small-scale farmers production capacities have been reinforced through providing agricultural supplies (seeds, tools, fertilizer, packaging, etc.), equipment (vehicles, furniture, computer, generator), financial resources (see paragraph below) as well as by improving natural resources. Regarding the latter, some of the programmes have conducted activities of soil conservation, rangeland management, terracing, reforestation and tree planting in order to reverse or minimize environmental damages that have an impact on agricultural yields.

Alternative income generating activities created (women and youth): Besides the multipurpose cooperatives, AGP focuses on the promotion of Common Interest Groups (CIGs) targeting vulnerable landless women and youth. The AGP provides in kind contribution to promote small rural businesses. Similarly, programmes supported by NGOs have included a strong support to savings and credit cooperative societies (SACCOS) and Unions of SACCOS. Besides trainings and capacity building, a main difference with AGP is that NGO programmes have provided technical support and capital injection to establish revolving funds for saving and credit among members. The capital fund also serves as collateral to facilitate access to banking credit.

Increased availability and access to water (drinking and irrigation): Although this output was not foreseen in the CPF, through both AGP and NGOs implemented programmes, Spanish Cooperation resources have funded the construction, rehabilitation and upgrading of irrigation schemes. From the visits conducted and the information gathered, the evaluators can only attest that the irrigation infrastructures are raising the potential for increasing the surface of land irrigated. However, verifying the actual increase has not been possible since the infrastructures visited were not operational. Unlike in Oromiya, in Somali and Afar regions, water infrastructures have addressed the shortage of potable water by improving and/or building drinking water infrastructures both for human and animals. Construction of small rural infrastructures by NGOs has faced considerable problems both from a technical and financial perspective and maintenance remains a big challenge, which makes the team question the efficiency of undertaking such infrastructures through this instrument.

Involvement of the private sector in rural development: The evaluation team was requested to specifically look at a set of five public-private projects funded in 2011 so as to compare them with NGOs implemented programmes or even other aid modalities. The lack of sufficiently solid criteria prevents a judicious comparison¹⁵.

¹⁵ Note: the team considers that there is little to no room for a reasonable comparison: first, the difference in size of funds and budgets is too big; second, the programmes have been implemented in different regions and areas; third, the programmes differ in nature, goals and expected results, and last but not least, nor the design or implementation of these programmes envisaged such a comparison and therefore no mechanism to collect comparable data was put in place.

Five public-private projects were approved in Ethiopia for an overall amount of 576.959 euros, the largest portfolio in Africa. Under “private sector” different types of institutions were involved: two Spanish businesses companies, one Ethiopian association, one Ethiopian cooperative and one Ethiopian private business. These projects spread across four different regions of the country and only two of them were implemented in one of the CPF prioritized regions for rural development.

It is difficult to draw definitive conclusions regarding the overall contribution to development results, besides the specific benefits that each project has brought to the beneficiaries. The evaluation has found no evidence that the resources provided have had larger benefits such as the strengthening of the rural business fabric or overall farmers’ capacities or rural services. There are no data regarding the number of jobs created but some sources have questioned whether new jobs have actually been created and the quality of the working conditions, although the evaluation team has not verified this information.

RESULTS (OUTCOMES AND IMPACT)

While it has not been possible to measure the direct contribution of Spanish Cooperation funded interventions to overall development results in rural development and fight against hunger, it is however relevant to know the evolution of the sector so as to appreciate the extent of alignment and coherence between the trends of Spanish Cooperation programmes and the national trends.

Based on the Government’ assessment of the GTPI, real agricultural GDP growth during the plan implementation period reached an average of 6.6% per annum, below the 8% annual average growth set target. The assessment finds that production of major crops by smallholder farmers during the Meher season (main season from September to February) experienced a 50% increase. At the same time, the average productivity of major crops by smallholder farmers for the main season is reported to have increased even if average productivity per year during the implementation period of the GTP did not meet the target set by the Government.

The Government recognizes that performance to bring about commercialization and transformation of the sector from subsistence farming to high value crop production has been below expectations. These findings seem consistent with the trends seen in the programmes funded by Spanish Cooperation.

2.5.2 HEALTH

The Health Sector Development Program (HSDP IV for the period 2011-2015) provides the Ministry of Health with the policy and strategic framework for improving health in the country. The GTP I, which coincides with the period of implementation of the HSDP IV prioritizes primary health care and preventive services and improving the effectiveness of services in relation to the availability of drugs.

Ethiopia has made substantial progress in health in the past years¹⁶ regarding indicators like under five-mortality rate, contraceptive prevalence rate or skilled birth attendance. Despite these improvements, estimated life expectancy at birth is 57 years for males and 60 years for females. The burden of disease measured in terms of premature death is the highest in sub-Saharan Africa¹⁷.

CPF approach and planned contribution to the sector

Health was already a priority for Spanish Cooperation since the beginning. In fact, it represented 25% of the budget in the period 2007-2010. In the year 2008, Spain together with other donors, signed the Compact of the International Health Partnership (IHP) to strengthen Paris Declaration principles in the sector. Among other subjects, donors committed to allocate at least 90% of the resources in the health sector to the public system. That same year, the Ministry of Health and several donors such as DfID and Spain created and promoted jointly the SDG Performance Plan.

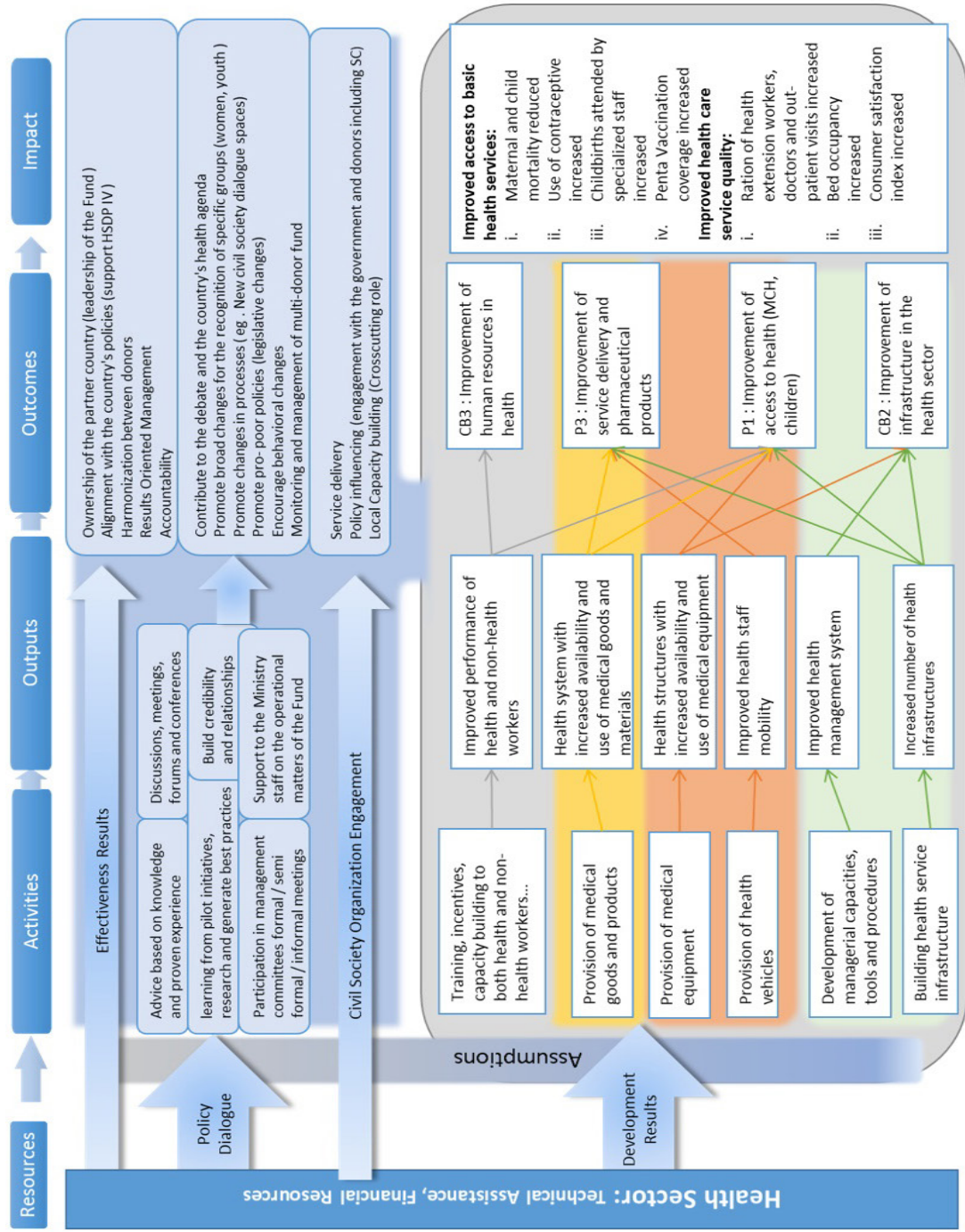
In the CPF, Spanish Cooperation established to work on two components: i) Improve access to health services through the SDG Pool Fund ; ii) Improve the quality of health services through: a) training and technical assistance; b) timely support at regional level and c) triangular cooperation (not developed during the CPF period). The strategy was to directly support the Ethiopian public health system, reducing the number of interventions funded via NGOs. Thus, the CPF formalized what had been done so far, confirming the strong commitment to the public system. This decision is consistent with the selection of national indicators to measure progress at a general level. However, just as with rural development, it is not said how the Spanish Cooperation intends to feed into health sector's results and indicators, hindering a contribution analysis.

The following graph shows the reconstruction of the CPF health strategy:

¹⁶ Demographic Health Surveys of 2005 and 2011.

¹⁷ World Health statistics 2010. World Health Organization

Chart 3. CPF Reconstructed intervention logic: Health



Source: prepared by the authors

WHAT HAS BEEN DONE?

BUDGET DISTRIBUTION BY INSTRUMENTS

The evaluation team has identified 71 records in the area of health during the period 2011-2015 (51 amounting less than €100,000), for a total ODA disbursement of over €12 million. 90.1% of the funds were disbursed by AECID, 2% by Valencia, 1% by Madrid, Alcobendas Council, Catalonia, Asturias each; and remaining funds by various funders investing less than €100,000 (3,3%).

20% of CPF funds have been allocated to this sector, through several instruments:

- **Basket Funds:** 83% of the total AOD disbursed in the sector was channelled through the Sustainable Development Goal Performance Plan/SDG Pool Fund.
- **Programmes and Projects:** 15.5% of the funds was allocated to direct contributions to the Bureau of Finance and Economic Development (BOFED) in Amhara Region for strengthening its health system and to NGOs interventions.
- **Technical Cooperation:** 1.5% of total AOD disbursed in the sector was allocated to specialized technical projects, such as the technical assistance for the implementation of health care insurance in Ethiopia and scholarships.

ASSESSMENT OF ACTIVITIES, OUTPUTS AND OUTCOMES

Spain's largest volume of funds has been allocated to a) provision of medical equipment (including health vehicles), since 65%¹⁸ of SDG Pool Fund expenses cover this activity; b) provision of medical goods and products (15% of SDG Pool Fund expenses); and c) construction of health infrastructures (10% of SDG Pool Fund budget is invested in this activity). The remaining health interventions have focused on construction of health infrastructures, and training and capacity building for both health and non-health workers. Very little resources have been allocated to "development of managerial capacities and tools".

Improvement of health and non-health workers' performance: According to the health survey, 7% of the SDG Pool Fund aimed at training and skills development through the Health Extension Program (HEP). This activity focused on improving the quality of the HEW rather than increasing their number. The emphasis on the quality improvement was verified during the visit to one Health College in Amhara region. Besides the trainings within the frame of the SDG Pool Fund, Spanish Cooperation has supported several skills building trainings through the health program in Amhara hospital, the training for nursing implemented in four hospitals and other projects channelled through NGOs. Although the extent to which knowledge was acquired and put into practice is hard to determine due to the time passed and the lack of systematic compilation of information, overall interviews confirm a positive appreciation of the trainings.

¹⁸ According to the health survey developed by the evaluators.

Health system with increased availability and use of supplies and materials: The SDG Pool Fund contributed 15% of its budget to providing supplies and materials (medicines, vaccines, contraceptives, supplies to the Health Post, and medical materials). All of them were used in various programmes of the HSDP IV as the HEW; maternal and new-born health; child health and communicable diseases. The contribution of the other interventions to this output is insignificant or non-existent.

Health structures have greater availability and use of health equipment: The SDG Pool Fund allocated 65% of its resources (the largest proportion) to this output. Health posts and hospitals were equipped and furnished, medical equipment for emergency service like operation theatre and intensive care units were procured. In addition, equipment for new-born corner, refrigerators as well as spare parts for cold chain equipment, and ambulances at woreda level were provided. Besides the SDG Pool Fund, the Laboratory of Bahir Dar was strengthened with microbiological analysis equipment, which is still in use.

Increase of the number of health infrastructures: Thanks to the SDG Pool Fund, 196 new Health Post were constructed in 2015, making a cumulative number of 16,447 health posts. The total number of available Health Centres reached 3,586 of which 3,547 (98.1%) are functional. With regard to hospitals, a total of 234 public hospitals are available of which 189 (80.8%) are functional. A total of 147 hospitals are under construction. The direct intervention in the Bahir Dar Hospital resulted in the construction of a new waste treatment system in the Hospital as well as improvement of facilities such as ramps, x-ray room, latrines, cobblestones and paving of several internal and external areas of the hospital were built, and operating theatres improved. These improvements in the infrastructure are emphasized and attributed specifically to the Spanish Cooperation.

Improvement of the health administrative management system: The technical assistance project for the implementation of health care insurance in Ethiopia has focused mostly on this output. All foreseen activities (needs assessment, design of the computer software for the financial management of the Agency, and trainings on the system) have been carried out. However, sustainability is problematic. Both the Medical Insurance Agency and the FIIAPP confirmed that the system is still not operational, and that out of the seven persons who were trained to use the system, only one remains employed at the Agency.

RESULTS (OUTCOMES AND IMPACT)

The indicators used in order to measure Spain's contribution are at a distant level from the actual Spanish Cooperation efforts and outputs achieved. In addition, as the SDG Pool Fund budget is not independent from the overall budget of the Ministry of Health it is not possible to identify to what extent it contributes to each of the general results. Therefore, it is not possible to analyse the contribution of the SDG Pool Fund to these results, despite the high volume of funds (\$563,159,246 since its creation in 2008)¹⁹. However, according to GTP II and the last

¹⁹ Annual Performance Report 2015- HSDP IV

available report of HSDP IV corresponding to the year 2015, only one²⁰ of the six indicators for the “improvement of access to basic healthcare services” has been fully achieved. With respect to the “improvement of the quality of health services”, there is no information available in official reports. Other aspects that donors have mentioned during evaluation concerns the low absorption capacity of the SDG Pool Fund. According to the latest annual report of HSDP IV \$268,496,227 of SDG Pool Fund are still not invested²¹.

2.5.3 BASIC SOCIAL SERVICES

In the area of basic social services, the CPF focused exclusively on supporting the Promoting Basic Services programme (PBS), to which it originally planned to allocate more than half of all the funds committed to Ethiopia. Yet, this clear stand in favour of this programme contrasts markedly with the lack of any specific analysis regarding the sector during the first two phases of the CPF elaboration.

The PBS started in 2006 (currently on its third phase of implementation) as the largest government-led multi-donor programme aiming at expanding the access and improving the quality of basic services in education, health, agriculture, water supply and sanitation, and rural roads, provided by sub-national governments, while continuing to deepen transparency and local accountability in service delivery. Since its inception, the Government of Ethiopia has financed \$1,750 and \$1,763 million in PBS I and II, which represent, respectively, 59.3% and 46.5% of the total²².

In 2008, the Spanish Cooperation agreed to contribute to the PBS in response to MoFEC’s request to support equitable access to decentralized basic services. At the time, the programme was entering its second phase and had significant funding gaps in comparison with other programmes; therefore, the incorporation of new actors was welcomed. Between 2008 and 2010, Spain had made a total contribution of €30 million to PBS II. The CPF envisaged disbursing over €50 million to the PBS during the period 2011-2015. However, during these years only one contribution was finally made in 2011 for an amount of €5 million. After 2011, no additional funding was contributed to the PBS due to financial restrictions imposed on FONPRODE’s donations by the General State Budget Laws from 2013 onwards.

Due to the nature and dimension of the program, the small size of Spain as donor and its inactivity during most of the CPF period, it is challenging to analyse Spain’s contribution to the PBS development results. A final report²³ and a multi-annual review²⁴ are available for further information regarding outputs and impacts of the program.

²⁰ Under five mortality rate has decreased from 204/1.000 in 1989/90 to 64/1.000 by 2014/15. Achieved, established target was 68/1.000 in 2015.

²¹ Regarding to the annual report HSDP IV 2015, this amount refers to all the funds which are not liquidated so far. It is not necessarily in cash, it includes committed and paid.

²² MOFEC, PBS II Government’s Implementation Completion Report, January 2013.

²³ Protecting Basic Services, Phase II, Government’s Implementation, Completion Report. June 21, 2013.

²⁴ Multi-Annual Review of PBS Programme, ECORYS MACRO Consortium, 29 May 2012.

INTERVENTION SECTORS

2.5.4 CULTURE AND DEVELOPMENT

Ethiopia is known to have a rich and diverse cultural and natural heritage both tangible and intangible. Recognizing this rich diversity and its potential contribution to the socio-economic development of the country, GTP I included culture as a crosscutting sector. In order to align the development of the sector with the GTP, the Ministry of Culture and Tourism (MoCT) developed a five-year Culture and Tourism Growth and Transformation Tourism Plan (2010-2015)²⁵.

CPF approach and planned contribution to the sector

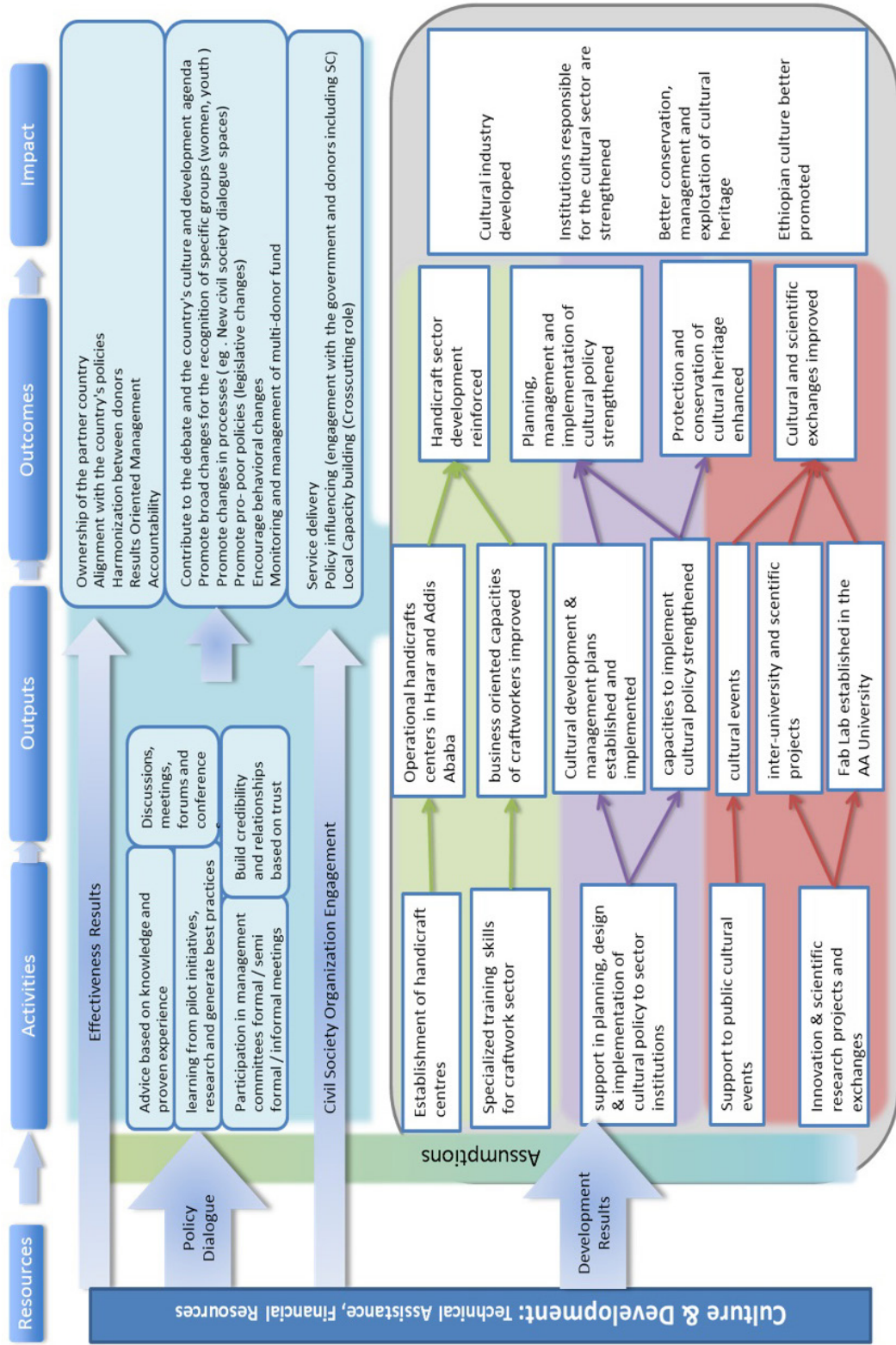
The involvement of the Spanish Cooperation in the sector of culture started in 2009, prior to the CPF, through the bilateral programme with the Ministry of Culture and Tourism (MoCT). Through this support, the MoCT prepared a handicrafts development plan with participation of handicraft associations of Amhara, Harar and Addis Ababa regions. Spain also supported the MDG-F joint programme “*Harnessing Diversity for Sustainable Development and Social Change*”.

During the CPF period, Spain intended to support the following three main lines of work as per the GTP priorities: 1) Support the Ethiopian institutions responsible for Culture and Tourism; 2) Support to cultural industries that promote job creation, diversification of the economic activities with particular focus on the promotion of artisan crafts; and 3) Management, protection and enhancement of the value of Ethiopian heritage. In addition, Spanish Cooperation planned to establish ties of inter-university cooperation between Spain and Ethiopia through the PCI through cultural and scientific cooperation.

In terms of the quality of Spain’s strategy in culture and development, there has not been a clear and comprehensive approach to address the gaps in the sector. Nonetheless, the following graph shows the reconstruction of the CPF intended logic.

²⁵ Ethiopia’s Tourism Sector: Strategic Path to Competiveness and Job Creation, October 2012.

Chart 4. CPF Reconstructed intervention logic: Culture and Development



Source: prepared by the authors

WHAT HAS BEEN DONE?

BUDGET DISTRIBUTION BY INSTRUMENTS

During the CPF period very limited funding was allocated to culture, with 37 records and a total ODA disbursement of € 1,053,471. Almost all the funding during this period went to piecemeal cultural exchange and scholarship projects (26 scholarships for postgraduate studies and 5 projects for interuniversity cooperation). The three main cultural initiatives funded directly through MoCT and MoFEC (Handicraft centers in Addis and Harar, and FabLab Addis) as well as the UNDP-UNESCO MDG-F Programme were designed and disbursed prior to 2011. In the case of the MDG-F, as stated for other sectors, the role of the OTC was limited.

ASSESSMENT OF ACTIVITIES OUTPUTS AND OUTCOMES

Operational handicrafts centres in Harar and Addis Abeba: The Harar Artisan Craft Centre included the restoration of a historical building at the centre of the city. The center received various handicraft tools, workshop equipment, office furniture, machineries and supplies. Since January 2015, it provides training on five fields: textile, woodwork, bamboo crafting, basketry work and embroidery. The Harar Artisan Craft Center also serves as a reference for other regions and several regional Culture and Tourism Bureaus. A dispute over the land where the centre was supposed to be established prevented any progress on the construction of the Artisan Craft Centre in Addis Ababa. At the time of this evaluation, the dispute is reported to be resolved and preparations are underway to recommence the construction.

Business oriented capacities of craft workers improved: Spanish Cooperation through the Harar Craft center has trained 165 artisans. While the target for the CPF period was to train up to 500 artisans, the target was not met due to the delay in the establishment of the National Cultural Centre in Addis Ababa.

Support to sector institutions in planning, design & implementation of cultural policy: The support provided through the UNDP-UNESCO MDG-F Programme aimed at strengthening intercultural dialogue and promote cultural/natural heritage to foster socio-economic development through various activities undertaken during the CPF period. According to the final evaluation report of the UNDP-UNESCO MDG-F Programme, the programme is believed to have positively contributed to building the capacity of public institutions responsible for culture mostly the MOCT /BOCTs in project formulation and management. Yet the impact of these trainings in strengthening the capacity of public institutions is unclear and inconclusive.

In the CPF period, Spanish Cooperation planned to improve the conservation, management and exploitation of the cultural heritages of Ethiopia through contributing to the improvement of technical capacities and specialized trainings, and supporting rehabilitation, conservation and the enhancement of heritage assets as well as awareness rising about Ethiopian cultural heritage. Besides some actions undertaken through the UNDP-UNESCO MDG-F Programme no funding has been allocated for this purpose during the CPF period.

Support to public cultural events: Various cultural events, which include music concerts, photo exhibitions and film festivals, have been supported by Spanish Cooperation in order to promote cultural exchange between both countries. Both Spanish and Ethiopian institutions have received support from AECID. As it was learnt during interviews with OTC staff, there is no clear strategy for extending support to cultural events. With the exception of few regularly supported events, Spain has provided support to a wide range of cultural activities. In this regard, it is important to underline that these activities fall under the cultural programme of the Spanish Embassy in Ethiopia. Although they are registered as ODA, these activities do not always pursue the same purposes and are not managed in the same way as the support provided to the culture sector by the OTC.

Inter-university and scientific projects: During the CPF period 11 PCI projects (5 related to culture, 3 to rural Development, and 3 to health) were financed to promote inter-university cooperation and joint scientific projects. Despite the relevance of the projects, no direct link between PCI projects and ongoing interventions could be established by the evaluation. Similarly, no evidence of their use as an opportunity to support the work and fill the capacity gaps in the sector have been evidenced²⁶.

FabLab established in the School of Arts at the Addis Ababa University: The FabLab project activities included remodeling of the building that houses the FabLab, purchase and installation of laboratory equipment, training and deploying the necessary human resource for the proper operation and maintenance of the Lab. AECID provided full scholarship to two students for 1 year on FabLab technology and project management. Despite the delay in the project implementation mainly due to problems related with the purchase and importation of the equipment, all the activities have been undertaken as planned. The University uses the FabLab mainly for educational purpose, but its reach is still very limited in scope. The operation and management cost of the Lab is covered by the budget allocated from the university. The Fab Lab financial sustainability is not ensured since there are no mechanisms to charge fees for provision of services outside the university. Moreover, the Lab operation is affected by regular power cuts and non-functionality of the generator, which further raises questions about its long term sustainability.

²⁶ PCIs have been studied as a whole. However, the evaluation team has reviewed specific documentation on several PCI, those that by title could be associated with one of the priority sectors. Also, one PCI in-charge within AECID has been interviewed, as well as one PCI beneficiary. In both cases it is evident that this call is independent, does not seek complementarity with other interventions, and that its relationship with the OTC is scarce or null. Conversely, (from the main sectoral interventions towards PCIs) there is no evidence of complementarities. However, former OTC staff reports about one PCI in the Health sector complementary to the sectoral strategy.

2.5.5 GENDER AND DEVELOPMENT

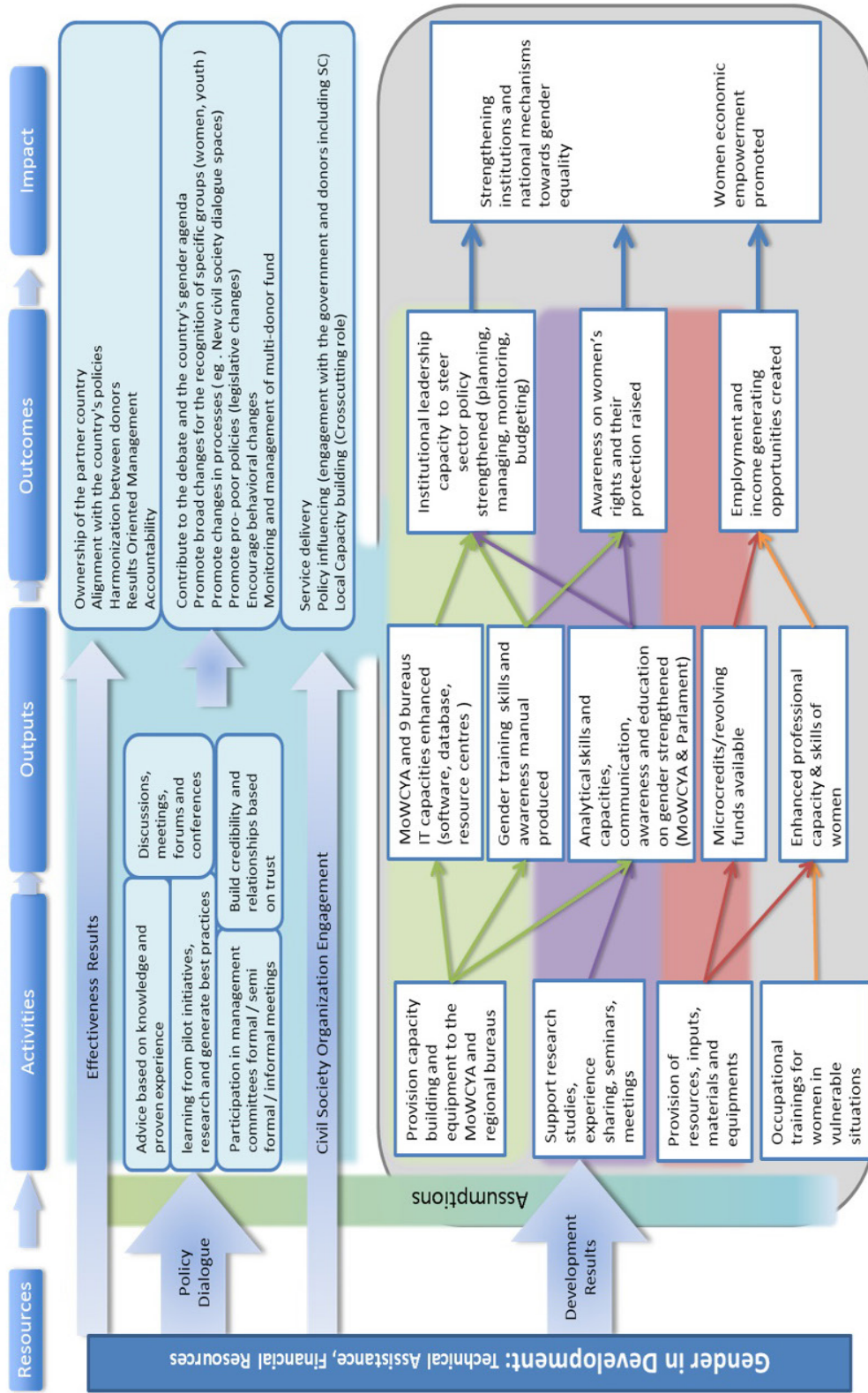
The Ethiopian Government has expressed its commitment to gender equity and equality in the 1995 Ethiopian Constitution as well as in its national policies. More recently, the GTP included gender equality and the promotion of opportunities for women and youth as one of the priorities to be mainstreamed throughout government policies, though it covers gender issues from a perspective limited to the exercise of economic rights, leaving aside other areas of participation and the recognition of social, sexual, political and cultural rights. In 2010, the Ministry of Women's Affairs was restructured and its mandate expanded to include youth and children issues with the establishment of the Ministry of Women, Children and Youth Affairs (MoWCYA).

CPF approach and planned contribution to the sector

In the CPF, gender is considered both a sector of intervention and a horizontal priority. The document states that Spanish Cooperation objective in this area is on one hand to support strengthening of the institutions responsible for gender equality and the implementation of equality policies and on the other, to contribute to the economic empowerment of women.

In general the informants who participated in the design of the CPF claim that, unlike for priority sectors, there was nor a categorical position from the OTC nor a demand expressed by the Government on the maintenance of gender as a specific line of work. Thus, some advocated for exiting the sector as such and focusing only on mainstreaming gender within the priority sectors of the CPF. However, Spanish Cooperation had been working on the sector for several years, so to ensure that the work done until then was not overshadowed, at the request of AECID headquarters in Madrid gender was finally included as a sector. The promotion of gender equality is indeed a global priority of Spanish Cooperation, which has positioned itself internationally as a gender-sensitive donor. Moreover, between 2008 and 2010, AECID supported the Ministry of Women Affairs through a series of consecutive bilateral programmes. Although they were independent grants formalized through separate resolutions, together they amounted to €1,2 million divided into annual contributions of €400,000 starting in 2008. In addition, since 2009 Spain participated in the DAG-donor coordination group and had made contributions to the Gender Pool Fund managed by the DAG in support of the Ministry of Women's affairs. Spanish Cooperation also supported the political participation of women through the Federal Parliament of Ethiopia (Women Caucus) since 2008. Finally, Spanish Cooperation had funded two regional initiatives through multilateral cooperation with projects in Ethiopia: The NEPAD Spanish Fund for the Empowerment of African Women, and the MDG-F joint programme "Leave no Women Behind".

Chart 5. CPF Reconstructed intervention logic: Gender and Development



Source: prepared by the authors

WHAT HAS BEEN DONE?

BUDGET DISTRIBUTION BY INSTRUMENTS

During the CPF period, support has been channelled through **programmes and projects** as follows: 1) Direct contribution to the MoWCA (€400,000), 2) 4 CAP-funded Local NGOs projects (€175,402) on women economic empowerment; 3) 5 small projects channelled through Spanish NGOs and funded by Spanish Autonomous Regions (€258,030); 4) 3 regional initiatives supported in 2011 through the NEPAD Spanish Fund. at (€830,090).

ASSESSMENT OF ACTIVITIES OUTPUTS AND OUTCOMES

Institutional support through direct bilateral contribution to the MoWCYA. The direct contribution to MoWCYA (2011) has provided the Ministry and regional bureaus with ICT infrastructure and equipment. The program has also promoted training on gender mainstreaming to MoWCYA. Nevertheless, according to the interview with the Ministry, the high turnover of staff who benefited from the trainings has limited the institutionalization of skills and capacities within the Ministry.

The interviews conducted and the revised documents point to the very low capacity of the Ministry and its difficulties to manage programmes in an efficient way. In addition to the support through the grant, according to the interviews, the OTC supported directly the Ministry in regular tasks such as drafting terms of reference, formulation of funding proposals, or elaboration of monitoring and accountability reports. During the assessment, the weakness and the limited leadership that the Ministry exerts have been corroborated. Having said that, the OTC observes positive changes compared to previous grants.

Economic empowerment. The four projects funded through the CAP in 2011 are basically small scale and low volume (less than 45,000 euros on average). They aimed at supporting the professional integration of women in vulnerable situations (victims of violence and/or discrimination, single mothers, widows, poor) providing training and expanding skills and professional qualifications. They also include supporting the search of employment opportunities, access to microcredit and creation of savings groups. The revised documents provide information only on the implementation of activities, which is insufficient to assess whether the resources, equipment and materials provided have been sufficient, and adapted to the needs, and the extent to which women who have benefited from the programmes have actually used the skills, resources, inputs and equipment provided. Therefore, beyond the implementation of activities, the evaluation team has not assessed the achievement of results. In any case, these are one-time projects with limited scope.

Besides, the three projects funded by NEPAD that were active during the CPF period were approved before the CPF and the participation of the geographical Directorate of the AECID or the OTC in the decision making, management or monitoring of these projects was none

or very limited. Finally, during the CPF period, the MGD-F joint program “Leave no Women Behind” executed by the UNFPA, WFP and the MoWCYA was under implementation with a budget of \$9 million. The program used an integrated approach and capacity building as a central strategy. It comprised community-based components in education, literacy and reproductive health, including HIV/AIDS and livelihood interventions targeting adolescent girls and women.

2.6 AID EFFECTIVENESS AND POLICY DIALOGUE

2.6.1 IN CPF PRIORITY AND INTERVENTION SECTORS

Both in rural development and in health, the Government has a clear leadership and ownership in the implementation of the policy and in structuring the sectors with the different key actors. Over the past years, Spanish Cooperation, through the OTC role, has aligned its efforts with the policies and integrated into existing structures as an active member.

In rural development, in terms of the principles of aid effectiveness, overall there are two main trends:

i) First, the support provided through the AGP and the participation in the agriculture related coordination structures (more details below) represents a good example of alignment and harmonization. All funds go through one single programme with one single budget and one single reporting mechanism. Spain participates in the governance and coordination structures and has a coordinated dialogue with the Government within a platform of key partners. The design of the AGP program established implementation support and review mechanisms in which the OTC has participated in different ways. One of the instruments are the Joint Review and Implementation Support (JRIS) missions, conducted twice a year with a multidisciplinary team of technical experts from the World Bank, other donors and implementing agents. According to the MoA, ten missions have been conducted since the beginning of the AGP, which have included the participation of Spain. Reviewed documents show that the OTC considers the AGP the first priority within this sector not only because of its perceived greater impact but also because it meets the criteria of aid effectiveness and resources efficiency.

Thanks to AGP, AECID has been a very active member of the rural economic development and food-security working group (RED&FS) since its inception. It is a joint Government and development partner’s platform, bringing together the Ministry of Agriculture and 22 major multi and bi-lateral institutions engaged in the agriculture sector. For the past three years up to August 2016, Spanish Cooperation has financially supported the RED&FS and has technically been involved in the different discussions, forums and dialogues concerning the sector. Promoting common intervention frameworks across the technical working groups as a way to break the silo approach has been given as an example of a recent contribution to these technical discussions. In addition, within the RED&FS, Spanish Cooperation has been very involved in the Agriculture Growth Technical Committee (AGTC). Jointly with other donors,

Spanish Cooperation has contributed to define the priorities for agricultural growth and to shape what later became the AGPI. Spain was co-chair of this committee from 2013 and 2015 and as per the request of the MoA remained co-chair even beyond the two years mandate.

ii) Second, the largest volume of Spanish Cooperation funds to the sector is channelled through approximately 55 interventions implemented by NGOs and other non-Government institutions (i.e via channel 3). Although, the assessment has shown that most of these interventions are overall aligned with government policies and priorities, they are individual programmes and projects implemented by many different organizations and lack a harmonized approach. This proliferation of programmes and parallel management structures with their own cumbersome practices, procedures, terms and conditions contributes to increase the administrative burden of public institutions. Regarding these programmes, the OTC seems to be mainly focused on administrative follow-up of individual projects and programmes financed through AECID.

NGOs are not considered in the sector working groups, the coordination structures and the policy dialogue opportunities mentioned so far. Therefore the greatest volume of funds remains invisible to a certain degree to the higher-level discussions that Spanish Cooperation maintains. This is not intended to question the validity of NGOs' work but rather to demand more efforts to improve recognition, coordination and complementarity among different types of interventions. Failing to do so may overrule the efforts made to improve harmonization and policy dialogue. Because of their geographical reach and presence in more remote areas and their outreach work, NGOs can provide valuable information and experiences that could be moved up and incorporated into to the dialogue with policymakers.

In health Spanish Cooperation has also played a key role and held a proactive policy dialogue through the effective participation in several structures of dialogue with donors and the Ministry of Health such as the Health, Population and Nutrition Group (HPN) (part of DAG working groups). Donor's work in the HPN Group feeds into the rest of the coordination and dialogue structures. Spain has been co-chair of the HPN, together with UNICEF, from January 2014 to December 2015. Other structures where Spanish Cooperation has actively been involved include Joint Core Coordination Committee (JCCC), Joint Committee Forum (JCF) and SDG Fund meetings, among others.

Overall, these coordination structures revolve mostly around "fine tuning" operational issues more than around orientation of policy changes. Still, the importance of being part of joint government and donors dialogue and coordination structures should not be underestimated. Discussions around programmatic issues can bring the opportunity to address more fundamental issues. However, in opinion of the evaluators, it seems that in Spanish Cooperation these actions are perceived as part of the activities included in programme management rather than activities on their own for which adequate resources (human, financial, time, use of instruments) need to be allocated. Too often this rather "invisible" but essential work is left to the individuals initiative with insufficient recognition within AECID.

The role played by Spanish Cooperation in these forums is highly commended by both the Ministries and donors, which highlight the pro-activity, commitment, and problems solving spirit shown by Spanish representatives in the dialogue. Spanish Cooperation has positioned itself as one of the most active partners in the health and agricultural sector, thanks to the participation in the SDG and AGP Pool Fund, despite being a modest donor. In that sense the decision to be part of these Pool Funds was strategic and efficient. Nevertheless, in both sectors, strategic positioning gains are frail and require continuity in order to be maintained through time. In that sense, in health attention should be paid to the decrease of Spanish Cooperation activity in the last semester of 2015, probably due to changes of personnel in the OTC.

With respect to the contribution of Spanish Cooperation to aid effectiveness and policy dialogue in the remaining sectors (Basic Social Services, Gender and Culture), during the CPF period it has been practically non-existent. In the case of the PBS, it seems that the participation of Spanish Cooperation in developing the PBS program was quite active until 2011, but since PBS III was launched in 2013 Spain ceased to participate and therefore lost its place at the table of dialogue and negotiation. In gender and culture, supported interventions are relatively isolated and small-scale programmes or larger programmes implemented by multilateral organisations, in which the OTC has little decision power and limits its role to monitoring activities. In addition, the institutional weakness and lack of leadership of both ministries are widely recognized among the sources consulted. In spite of having economically supported the ministries, there has been no continuity to this support due to AECID budgetary restrictions in recent years.

2.6.2 CPF AID EFFECTIVENESS INDICATORS

In Ethiopia, the government and the donor community generally work according to the principles of aid effectiveness. There are well functioning structures of donor coordination and harmonization under the auspices of the DAG. Also, several programs are developed under program-based approach, to which Spain has committed itself, in some cases actively as explained earlier. This, together with the fact that the 2010 CPF methodology was also very focused on fulfilling these principles, has provided an overall positive positioning of the Spanish Cooperation regarding the Aid effectiveness Agenda. However, the specific goals on aid effectiveness established by the Spanish Cooperation in the CPF results framework, have been not been fulfilled with some exceptions. In fact, fieldwork evidences that beyond its design; most of the established indicators have not been taken as a reference or guided the work of Spanish actors, nor has information been collected to assess their performance. The most outstanding examples are:

Aid predictability: Spain is far from fulfilling its budgetary commitments, since only around 55% of the estimated funds for the period 2011-2015 have been disbursed;

Prioritizing program based instruments: Spain committed itself to channel 80% of funds through national systems, and only 20% through non-State stakeholders and international organizations. However, the use of program based instruments has regressed compared to the previous period. This decline is largely influenced by the economic crisis and the political decisions taken within the AECID, which has chosen to promote cooperation through Spanish NGO to the detriment of other channels of delivery.

Participation of civil society: In Ethiopia, this is often merely a formality rather than an effective dialogue and Spain has not actively promoted any change in this regard.

The only aid effectiveness goals met during the period are i) the NGO geographical concentration, but only partially, as concentration is only a reality in the case of interventions funded by AECID, and ii) progress on harmonization in the field of Rural Development, as explained previously.

2.7 HUMANITARIAN ACTION

How Humanitarian Action fits in the CPF?

The CPF document refers to the response to humanitarian crises, to the application of the principles of good humanitarian donorship to which Spain adheres since 2004 and to the protection of the humanitarian space. Given the cyclical nature of crises, disaster risk and the high levels of vulnerability in Ethiopia the absence of reference to the necessary linkages between emergency aid, rehabilitation and development is surprising. Through interviews and documents review, the evaluation team has found that the inclusion of humanitarian action in the CPF was a matter of debate and controversy among different departments in AECID. On one hand, it was considered that humanitarian action should not be negotiated or planned with the partner countries in order to ensure the respect of the principles of humanity, impartiality, neutrality and independence, and consequently it should be excluded from planning exercises such as the CPF. In the case of Ethiopia, the perception that the Ethiopian Government exerts a strong control and interference in humanitarian affairs reinforced the reluctance to include humanitarian action in a document seen essentially as a development plan aligned with government policies. On the other hand, the OTC considered necessary to include prevention and resilience due to the predictable and recurring humanitarian crises in Ethiopia and the high rates of food insecurity, and expected the AECID Humanitarian Action Office to assume these commitments. Finally, the CPF chose to include a generic paragraph on humanitarian action, with no mention to prevention or resilience. As a result, the CPF document leaves the underlying question unsolved: how to face simultaneously the structural causes of vulnerability and to improve the response to the yearly recurrent crises? Although sensitive to the legitimacy of this debate, it is not clear to the evaluation team why it was impossible to find a solution that would address this fundamental issue without compromising the independence of humanitarian action.

WHAT HAS BEEN DONE?

Humanitarian action to Ethiopia needs to be framed within the 84% cut of the OAH budget between 2011 and 2013²⁷. This substantial reduction of funds led the OAH to concentrate efforts on specific humanitarian contexts and interventions. From 2011 to 2015, in total, over €9,5 million were allocated to humanitarian actions in Ethiopia through funds coming from AECID and mainly the Autonomous Regions of Madrid and Catalonia. This support was channelled mainly through international organizations (54%) with seven actions implemented by UNHCR, WHO, WFP (2), OCHA (2) and ICRC, amounting to more than €5 million. In addition, 37% of funds were channelled through NGOs, 31% by Spanish NGOs and 6% by Ethiopian NGOs.

All actions mentioned above were funded between 2011 and 2012 to respond to the 2011 humanitarian crisis. More recently, in 2013 and 2015, one innovation program (with 2 phases) for a total amount of €340,000 was funded through a public-private partnership to support energy supply in a refugee camp.

THE 2011 EMERGENCY RESPONSE

The 2011-2012 crisis in the Horn of Africa affected 13 million people throughout the region, primarily in the south of Ethiopia, in southern and central Somalia and northern Kenya, caused by a set of interrelated events²⁸. According to the humanitarian action evaluation conducted in 2012, OCHA estimated that Spain was the 10th donor in the 2011 emergency, with a contribution of 1.6% over the total. The evaluation highlighted the relevance of humanitarian action interventions during the 2011 emergency, both in terms of the geographic focus (Afar & Somali) as well as the thematic sectors supported, mainly WASH, nutrition and food aid. It particularly judged positively the “humanitarian agreements” with NGOs for their flexibility and adaptation to the Ethiopian context of chronic crises. In addition, the “development agreements” implemented by NGOs specifically in Ethiopia were allowed to have contingency funds (between 2% and 5% of total budget) that could be mobilized in case of emergency.

The evaluation highlighted the overall positive perception of AECID as a humanitarian action donor and the good relationship with other donors and the Ethiopian Government. This strength has been confirmed in the interviews conducted with multilateral humanitarian actors during the fieldwork (UNICEF, WFP). The flexibility and availability of Spanish Cooperation stands out among other aspects.

²⁷ Mid-term review of the IV Master Plan of the Spanish Cooperation.

²⁸ Reliefweb.int: Horn of Africa Crisis 2011-2012.

From 2012, the global budget of Spain committed to humanitarian Action has been reduced drastically. Since 2013 only three projects were financed in Ethiopia, with a total budget of €365,000. First, Spanish Cooperation has supported the DRMFS in its woreda risk-profiling programme (up to date 250 woredas) and contingency plans (up to date 86 woredas). In addition, in 2013 the first public-private partnership in the field of humanitarian action (APPAH in its Spanish acronym) was funded with €160,000. It is a pilot project for energy supply improvement in the refugee camp of Shire in northern Ethiopia. In 2015, the initiative received a second grant of €180,000. According to interviews with the OAH and UPM, this initiative entails first to overcome the project approach idea and replace it by learning to work in partnership, on equal terms and in a collaborative way. It is too early to assess the results of this initiative.

2.8 OVERALL ASSESSMENT OF THE CPF STRATEGY

2.8.1 ADEQUACY OF THE CPF TO THE ETHIOPIAN CONTEXT: FRAGILE STATE AND RESILIENCE APPROACH

FRAGILE STATE

When asked about whether the CPF integrates the particular needs of a fragile State, the majority of the evaluation respondents (including bilateral donors and international organizations) react by saying that they do not see Ethiopia as a fragile state. They refer to Ethiopia as a strong and consolidated State, whose Government has a clear vision of development, controlled borders, being the most stable country in an unstable region characterized by weak and/or failed states.

However, on second thoughts, many informants suggest that there are certain economic, political, social and environmental aspects with potential risks that make Ethiopia especially vulnerable. In this sense one might speak of fragility. Potential elements of fragility include high population growth; a young population in search of opportunities, high levels of chronic vulnerability and food insecurity, frequent humanitarian crises, and instability in the neighbouring countries. While the legitimacy of the Government is greatly based on ensuring sufficient economic growth to maintain peace and social cohesion, the persistence of democratic deficit and tight power control may spur increased dissent and erode the country's stability.

Although the information gathered in the evaluation evidences that fragility issues were not considered at the time the CPF was designed, in fact there are some elements in the CPF included in the OECD principles for good engagement in fragile states. Fundamentally, the aim to support state-building and national structures and capacities are very present in the CPF, as well as the alignment with the national priorities and the coordination mechanisms among international donors. Also, one of the criteria used in the selection of priority regions was that they were remote and disadvantaged areas with chronic food insecurity. Much of rural development interventions seem to have followed this principle. Spanish Cooperation has not addressed the remaining

aspects that can be considered as potential elements of fragility in Ethiopia. The evaluation team has collected no evidence regarding inclusion of democracy promotion or consideration of the high population growth in any intervention.

RESILIENCE

The pattern of recurrent crisis and chronic vulnerabilities that characterizes Ethiopia requires not only responding to shocks, but also addressing the root causes of structural vulnerabilities while strengthening the resilience of local communities to overcome future shocks. Thus, breaking the cycle of emergencies demands to create and strengthen the links between humanitarian and development actions.

At the time of the design of the CPF, the concept and the literature on resilience building was not as common and widespread as it is today. In fact, the methodology 2010 for the formulation of the CPF did not make any reference to it. This lack of clarity on the nature of crises and the different but complementary roles that development and humanitarian bodies can play in this scenario explains that although this pattern was (and is still today) widely acknowledged by the interviewed actors of the Spanish Cooperation, it was not adequately reflected in the CPF, as mentioned previously.

Taking as a reference the elements of analysis included in Annex 8 of the ToRs, the evaluation teams consider it difficult to make a categorical assessment on how well the CPF has adapted to this context of recurrent crisis and chronic vulnerabilities. On one hand, the strategy as planned in the CPF includes some factors that are consistent with resilience building: strong leadership and ownership of the government, all the development interventions in the country build on existing structures and mechanisms, strategy is fully aligned with national policies, etc. On the other hand, there is no evidence that the CPF has enabled Spanish Cooperation actors to undertake common analysis of the underlying causes that undermine development possibilities, with regards to individuals, families and communities. Similarly, joint risk analyses have not been undertaken. Gender and environmental mainstreaming in interventions has been very poor. Of particular relevance to the resilience building agenda is to consider climate change and how it affects the recurrence and depth of the crises. As per the information collected, this has not been the subject of a reflection that is integrated in the work.

However, at the same time, NGOs interventions are often located in hot spots, high vulnerable communities, and work on assets and capacities building, which can be considered as key elements of resilience building. Similarly, although crucial aspects such as access to water and sanitation are not explicitly included in the CPF, this component has been worked under the rural development and fight against hunger sector.

Finally, since its design, the CPF has not been able to promote further coordination, understanding and complementarity between the humanitarian assistance and development bodies of Spanish Cooperation, particularly in AECID. Five years after its formulation, the evaluation finds concerning that the differences of viewpoints remain and no efforts have been made to advance towards a common position that better accommodates the specificities of the Ethiopian context.

2.8.2 ADEQUACY OF THE MODALITIES AND INSTRUMENTS USED TO ACHIEVE RESULTS

Although Spanish Cooperation proposes to adopt a results based management approach, in practice the CPF management is very influenced by each individual intervention and the instrument used to channel resources. As seen, the CPF has been implemented through a significant array of aid modalities, instruments and procedures. The evaluation finds that in the absence of an articulated and strategic vision of how Spanish Cooperation intends to contribute to Ethiopia's development, it is difficult to define what instruments are best to serve what purposes. In the opinion of the evaluators, too often the decision on what are the best instruments and modalities to achieve the stated outcomes depends not so much on policy or technically-driven criteria (e.g. issues such as what is the best way to reach vulnerable communities? how does Spanish Cooperation best provide quality assurance in pool funds? What type of intervention can produce evidence to support policy building?) but more on whether there are resources available to fund each type of instrument.

For the majority of the interventions financed by AECID, the instrument and the administrative procedures linked to them are decided at headquarters level with limited participation from the OTC in this decision. Broadly speaking each department has a budget and a set of instruments to "play" with. So, aside from the OTC, it is often the case that the different departments where decisions are made at headquarters lack a comprehensive vision of the country and tend to work in "silos".

However, despite structural constraints, the instruments of AECID (main funder) allow different degrees of decision-making at the country level and enable some degree of coherence with the planned results. AECID's Guide of Aid Modalities and Instruments (2014) explains strengths, weaknesses, opportunities and risks for each aid instrument and offers guidance on how to best select them according to different contexts.

The evaluation team finds that dialogue between the OTC and the Africa and Asia Cooperation Directorate is usually fluid with a good level of mutually agreed decisions regarding funding. Their main funding instrument, foreign policy grants, are awarded directly and generally based on proposals coming from the OTC, which makes them more likely to be aligned with each sector strategy.

For instruments granted through general calls for proposals subject to the principles of publicity and competition and with limited context specificity (NGOs projects and agreements, PCI, open calls), the extent to which the CPF strategy is considered in order to make funding decisions varies between departments and is often limited to including sector and geographic priorities. NGOs programs and projects can be seen as providing an insightful perspective from the field and allowing a more thorough knowledge of local issues which can be extremely useful for the OTC and other Spanish Cooperation decision makers to feed the conversation at the political level with Government and other stakeholders.

Similarly, stand-alone programs and projects (including CAP, business CAP as well as the PCI) allow for piloting, researching and building evidence regarding new initiatives. However, for these to be effective learning and potentially scalable experiences, there needs to be a clear definition of what is expected both in terms of content and processes, linkage with the overall strategy, and a close follow up mechanism and means must be in place. Similarly, introducing innovative ways of working such as public-private partnerships (as the one in Humanitarian action described earlier) requires changes not only in instruments and procedures but also in mind-set and approaches, since different institutions with different institutional goals and experiences need to work as a team.

Finally, as said before, technical assistance has been underutilized in Ethiopia, despite its potential to promote aid effectiveness as a complement to larger interventions. Similarly, the degree of involvement of the OTC in the use of multilateral cooperation instruments has been marginal. Yet, cooperation through multilateral organisations can offer the opportunity to address complex specialized technical issues where Spain lacks a comparative advantage and/or strengthen policy dialogue in sensitive areas such as human rights and governance that bilateral donors may find difficult to address.

2.8.3 CROSSCUTTING ISSUES

The CPF document only considers gender and environment as horizontal priorities (p.11 CPF). There is no explicit reference to cultural diversity and human rights-based approach, although these were horizontal priorities in the Master Plan 2009-2012, in place at the time of the CPF design. The complete absence of these approaches in the CPF methodology 2010 can explain to a certain point the poor reference to these approaches in the Ethiopian CPF. However, the fact that crosscutting approaches were not included in the methodology is not a satisfactory explanation, particularly given the cultural diversity of the country. Overall, the document fails to integrate and mainstream these aspects throughout the analysis of the context and the working approach that it proposes. Although the CPF document uses indicators disaggregated by sex, there is no specific analysis regarding different variables of gender inequality, aspects related to different socio-cultural specificities, or factors of exclusion or enjoyment of rights.

Leaving aside the formal inclusion of these issues in the document, the evaluation has tried to assess whether in practice, even in a non-explicit way, Spanish Cooperation has been sensitive to how the underlying cultural, gender and environmental considerations influence issues such as access to productive assets, control of resources, extension services, etc.

The assessment finds several examples where, at least from the onset, there have been attempts to promote the participation of women in the development process. However, the fact that projects include actions for women does not mean that gender is mainstreamed. Field visits evidenced how in some aspects projects preserve the status quo on the perception of the role of women. From this perspective, the evaluation team finds that Spanish Cooperation has not made sufficient efforts to identify and consider what are the different socio cultural specificities, factors of exclusion or enjoyment of rights, or the social, cultural, political and legal dimensions that perpetuate relations and systems of discrimination and inequality between men and women. For example, given the weight of the work in rural development, a better understanding of the dynamics at play is needed to enable long lasting changes. Officially, women have access to land, especially when Female Headed Households (FHH) are concerned, yet it has been reported that in practice women face challenges in accessing and controlling land. Women are often unaware of their rights. The traditional views that prevent women from ploughing also affect women's ability to claim land and therefore to access it. None of the interviews with OTC staff has shown that these types of considerations are being taken into account. Rather, since it often takes the view of the Government, it adopts a partial view of the inequality almost exclusively from the economic empowerment angle, overlooking a wider perspective. Similarly, there are no indications that the environmental challenges derived from the path of the country's economic and demographic growth are being considered. In the Ethiopian context, where the vast majority of the population depends directly on natural resources, environmental sustainability needs necessarily to find integrated solutions that overcome the dichotomy "economic growth" vs "environment".

2.8.4 ADDED VALUE OF SPANISH COOPERATION AND COMPARATIVE ADVANTAGE IN RELATION TO OTHER DONORS

Overall, the evaluation team finds that the analysis of the comparative advantage of Spain in the CPF design was quite superficial. The document lacks a thorough assessment of what specific added values and opportunities can Spanish Cooperation actors offer compared to other potential actors and donors in those areas of work. Overall, the description is general, uncritical and unspecific.

In health, the comparative advantage originally identified was related to the significance of Spanish Cooperation as a promoter of the aid effectiveness agenda within the donor coordination group, the underfunding of the sector and the experience of public health system in Spain. Throughout the CPF implementation, AECID has been coherent with this assessment. However this has not been the case for other funders of Spanish Cooperation who have continued to channel funds through NGOs. In rural development the comparative advantage was based on the lack of financing in productive agriculture, its relevance to the country, and the perceived expertise of Spain in areas such as the transfer of knowledge and technology in the promotion of fruit trees

and horticulture. The support to the AGP and the active role in the coordination structures of the rural development sector are consistent with this diagnosis. However, transfer of knowledge and promotion of fruit trees and horticulture has been quite limited in terms of resources and efforts allocated, despite some of the business CAP projects have been focused on this field of work. The comparative advantage emphasized on gender (privileged position of AECID in relation to the Ministry of Women, Children and Youth and the gender group of the DAG) has not been sustained over time. In the sector of culture the comparative advantage focuses on AECID previous experiences in other partner countries in Latin America, knowledge that does not seem to have been used in Ethiopia.

In view of the results achieved, the focus on the criteria of past experience (programmes funded) may have underestimated other considerations such as the existence of capacities within Spanish Cooperation (technical, financial and administrative), the Government of Ethiopia and other donors.

Throughout the evaluation process and the conversations with the Government and donors, it has become very apparent that the added value of Spain may not rest so much on the volume of its financial contribution but rather on the consistency and sustainability of the support and the relationships of trust it has built over the years. Spanish Cooperation is overall well valued and has managed to maintain a privileged place as a key donor despite the modest amounts it provides compared to other big players. It is overall seen as a flexible and pragmatic partner with a genuine will to support the partner country without imposing its bilateral agenda. Spain is valued as a like-minded partner that shares the vision of public service delivery, especially in the health sector. The diversity of instruments available to Spanish Cooperation can be seen as a comparative advantage that has been underutilized during the CPF implementation. In addition, compared to other donors and international institutions, Spain's regulation is less restrictive in relation to contracting with public entities. In a changing context as the Ethiopian one, this versatility is an added value.

3. CONCLUSIONS

1. The context of international cooperation in Ethiopia and the methodological approach of the CPF design have contributed to progress in the implementation of the Aid Effectiveness Agenda (despite Spanish AOD reduction), to strengthen policy dialogue (thanks to proactive attitude of individuals), and to better structure the working lines. However, the CPF has not contributed to improving the already weak participation of Ethiopian society in development policy. It has not been used by Spanish Cooperation as a guide for strategic management, coordination of actors and monitoring of progress, neither internally nor in its relationship with the Ethiopian Government. The absence of specific goals for Spanish Cooperation in order to contribute to national development results is one of the determining factors of these weaknesses.

- 1.1. Spanish ODA to Ethiopia has dramatically declined, following the decrease of Spanish ODA worldwide.
- 1.2. The CPF is well aligned to Ethiopian development policies but it was too ambitious given the structural limitations of Spanish Cooperation.
- 1.3. The CPF design process was based on the 2010 CPF methodology but was less participatory than desirable and it failed to define specific goals for Spanish Cooperation within the respect of ownership and alignment principles.
- 1.4. Beyond an overall definition of intervention priorities, the CPF has not been used as a strategic management tool.
- 1.5. AECID has actively and strategically engaged in coordination and policy dialogue forums, although Spanish Cooperation has not defined a strategy for action in this respect.

2. Spanish Cooperation has actively contributed to rural development and fight against hunger (through improvement of agricultural and livestock productivity and increase of vulnerable population income) and health (by strengthening the public health system). The evaluation has not identified remarkable contributions to development results in basic social services, culture or gender related to interventions launched during the CPF period.

2.1. Rural Development and Fight against Hunger: Efforts has been dedicated to capacity building of public players and farmers, and to providing equipment and building or rehabilitating rural infrastructures that are improving access to water and agricultural inputs. However, construction of medium and large rural infrastructures has faced considerable challenges from a technical and financial perspective, as well as with regard to maintenance and sustainability. In addition, interventions have focused on production rather than marketing and commercialization. No evidence has been found regarding the contribution of business CAP projects to development results in this sector.

2.2. Health: The largest volume of funds has been allocated to the procurement of medical equipment and supplies, and of health products. Through other bilateral interventions in the sector, Spanish Cooperation has also supported the construction of health infrastructure, as well as training to develop skills. These actions have contributed to improve access to health care. Technical assistance for the implementation of health care insurance in Ethiopia has faced sustainability challenges.

2.3. Basic Social Services: This is the CPF sector with the biggest divergence between what was planned (over 50% share of CPF budget) and what has been executed (less than 10% of CPF funds). Spain ceased to participate in PBS III.

2.4. Gender in Development: Under the CPF, Spanish Cooperation has restricted its role basically to tracking on-going interventions funded in previous years. The biggest budget was allocated to strengthening the structure of the Ministry of Women, Children and Young Affairs (MoWCYA) but the evaluation has not appreciated any sustainable results.

2.5. Culture and Development: Spanish Cooperation support has not followed a clear and comprehensive strategy and has been limited to finalizing pre-CPF financed interventions. During the CPF period, only scholarships, assistance ships and inter-university cooperation and scientific projects (PCI) received funds. The three major interventions were funded prior to the CPF and show uneven performance: two handicraft cultural centres (the one in Harar has been completed and is functional while the one in Addis Ababa has not been constructed due to unsettled claims over the land), and the FABLAB at Addis Ababa University, which is an isolated initiative, currently running but with questionable sustainability.

3. For each CPF priority sector, instruments and channels of delivery have been used in a different way. Thus, aid to rural development has been implemented primarily through NGO projects and programs and to a lesser extent through the multi-donor basket fund for agricultural growth. Spanish NGOs work has enabled access to remote areas and especially vulnerable populations but this large part of the portfolio remains invisible in coordination fora and policy discussions. Support to health and basic social services has been mainly channelled through multi-donor basket funds. Spain's proactivity in health and agriculture has been publicly recognized by implementing Ministries and by other donors in Ethiopia. interventions in gender and culture have been piecemeal, ad hoc and disconnected. In both cases dialogue was based on project implementation, lacked a comprehensive sector approach and ended once the interventions concluded.

3.1. 53% of the CPF funds have been allocated through projects and programs, which tend to increase aid fragmentation. However, some projects imply continuity in previous lines of action and the majority of them have been aligned with national development policies.

3.2. Support through basket or pool funds has enabled Spanish Cooperation to be a key donor in health and rural development despite its modest resources.

3.3. Technical cooperation and multilateral aid have played a limited role during the CPF period. Spanish Cooperation has missed the opportunity to use their full potential.

3.4. Aid instruments and not an overall country-programme strategy have determined management and funding. There is a disconnection between results-based planning at country level and actual decision making and budget distribution at headquarters level.

4. In line with the lack of guidance regarding crosscutting approaches in the 2010 methodology, the CPF has been blind to crosscutting issues.

4.1. The CPF document did not include specific analysis on crosscutting issues and references to them are generic and vague. The CPF considers mainstreaming gender and environment but Spanish Cooperation in Ethiopia has not made sufficient efforts to identify and consider key elements that (at least in theory) could influence crosscutting issues. Similarly, the CPF lacks of a better understanding of environmental challenges derived from the path of the country's economic and demographic growth.

5. The CPF includes some elements that make it moderately adapted to Ethiopia's fragilities and chronic vulnerabilities. However, these aspects are not explicitly and sufficiently covered. In addition, factors such as the proactivity and flexibility of Spanish Cooperation are strengths to build on.



AGP-Irrigation

5.1. Crisis prevention and resilience building aspects are not sufficiently covered in the CPF given Ethiopian proneness to crises. The CPF does not consider Ethiopia as a fragile state. However, the lines of work it proposes do fall within some of the OECD Principles on Fragile States. Even if there was no analysis of the linkages between development and emergency, the CPF includes some factors that are consistent with resilience building and NGOs interventions are often located in hot spots and work on assets and capacities building, which can be considered as key elements of resilience. On the other hand, joint risk analyses have not been undertaken.

5.2. The assessment on Spain's comparative advantage was limited when formulating the CPF. Spanish Cooperation added value may not rest so much on the volume of its financial contribution but rather on the consistency, quality and sustainability of the support and on the relationships of trust it has built.

6. The inclusion of humanitarian action in the CPF was controversial and its budget has suffered the strongest decline during the CPF period, both in absolute and relative terms.

6.1. The inclusion of humanitarian action in the CPF was a matter of debate in AECID and the CPF only included a generic paragraph on humanitarian action, with no mention to prevention.

6.2. Spanish humanitarian action to Ethiopia has experience the largest decline in budgetary terms in comparison to ODA allocated to development sectors. Most of the funds disbursed from 2011 to 2015 responded to the 2011 humanitarian crisis. In this context, the flexibility and availability of Spain's humanitarian action and its good relationship with other international humanitarian donors and with the Government stood out as strength in the specific humanitarian action evaluation conducted.

4. LESSONS LEARNED

1. Effective alignment with national policies' goals and indicators of partner countries needs to be accompanied with a framework of specific targets for Spanish Cooperation that allows critically engaging, tracking progress and using available means at their full potential.
2. Given the current Spanish Cooperation constraints there is divergence between what the CPF intends to achieve and what it can actually do. In order to narrow the gap between planning, decision- making, budgeting and managing, careful consideration at the highest level is required about the structural changes that need to be put in place to foster a more coherent practice.
3. Working with partner countries with strong national and sectorial drive like Ethiopia requires Spanish Cooperation to engage in actions beyond self-contained projects. The contribution of funds should not be the only factor to be considered when assessing Spain's added value in a specific context, but aspects such as the quality of the relationships with partners, trust, proactivity, leadership and commitment over time are also significant.
4. Alignment with national policies in sectors where there is not strong ownership and drive from the recipient country may lead to weak sectoral policy dialogue, increase the chances of not achieving expected results and negatively affect the sustainability of interventions.

5. RECOMMENDATIONS

Looking to the next CPF, it is recommended to:

1. Strengthen the CPF design and planning phase, so that it reveals a comprehensive overview of the country strategy in order to allow an optimal use of knowledge, coordination and complementarity between different Spanish Cooperation funders, entities, instruments and actions.

Involving decentralized cooperation should start from the design phase of the CPF. Given the multitude of Spanish sources of ODA funding, a pragmatic approach to decide what actors need to be involved in the CPF planning and implementation is highly recommended. Since decentralized actors often have no fieldwork staff, ways to encourage their regular participation by means of remote communication (video conference, etc.) should be sought throughout the CPF implementation. Another way to involve them could be through the knowledge and experience of NGOs who usually know who works where. As such, in the CPF design process, the OTC can encourage them to think about other Spanish actors potentially interested in participating in the CPF, either with monetary contributions or in kind (e.g. sharing the know-how of municipal companies).

Spanish Cooperation should establish its own specific goals for each sector -either process or results related- accompanied by indicators and targets, to facilitate monitoring and to better identify complementarities among interventions and instruments. Likewise, the CPF should realistically adapt its objectives to Spanish Cooperation reality by taking into consideration the choice of instruments and aid modalities, and the limitations to perform multi-annual disbursements.

In addition, a sector-integrated analysis of relevant key crosscutting issues should be conducted, to make visible what the different socio-cultural specificities are; which factors hinder or promote the enjoyment of rights; and what are the social, cultural, political and legal dimensions that perpetuate relations and systems of discrimination and inequality between men and women.

Regarding fragility, a joint risk analysis is recommended. It should contain possible scenarios with reference to the five dimensions introduced by the OECD in its recent report on fragility, and envisage mechanisms that allow flexible adaptation to changing contexts.

Finally, some important factors should be considered when assessing Spanish Cooperation's added value, such as its quality and flexibility, the lack of specific restrictions on the type of institutions it can support, or the diversity of instruments available and their potential for strategic complementarity.

2. 2. Use the CPF as a management tool, and implement a monitoring system based on the strategy and not only on individual interventions.

The next CPF should include regular and realistic monitoring mechanisms involving main Spanish Cooperation actors under the auspices of AECID. The monitoring system should allow measuring aggregated progress against jointly defined development, management and aid effectiveness results under a sectoral approach fed by individual interventions. It should also help to identify challenges to be overcome and opportunities to explore. In addition, to monitor projects directly funded by AECID, regular meetings with Spanish actors should be held in order to build and consolidate common understanding around the CPF strategy, improve the dialogue and seek further complementarity and synergies between the different approaches and interventions. It is also recommended to strengthen joint monitoring with Ethiopian Government based on the strategy defined in the CPF. To that end, annual CPF monitoring reports should be produced and joint sessions should be conducted to account for progress, as well as regular meetings with both the Ministry of Financial and Economic Cooperation (MoFEC) and sectoral ministries.

Efforts to improve recognition of interventions channeled through NGOs (channel 3) by Ethiopian authorities and coordination structures should be made. Spain should also work with other donors and the Government to ensure safety and protection of NGOs staff and ease their working conditions, especially in conflict areas.

3. 3. Concentrate the next CPF in the sectors of rural development and health, including a resilience approach. Include humanitarian action in the CPF preserving its principles.

It is recommended to continue the commitment to support public health system, through the SDG Pool Fund, as well as other strategic interventions (e.g. supporting the Health Insurance Agency or providing training to medical specialists). Likewise, it is suggested to continue to support rural development and fight against hunger through two pathways: AGP and projects and agreements with NGOs. The quality of the support provided in rural development can benefit from the knowledge and lessons arising from NGOs experience in the country. Projects and agreements implemented by NGOs without expertise in the field should not include the construction of medium and large-scale infrastructures, which in most cases have absorbed much of their resources and energies, without visible results so far. In contrast, they should cover the entire value chain, focusing their efforts not only on production but also on marketing and commercialization (access and transportation, contact with wholesalers, market research and value chain studies). Public-private initiatives in rural development should be conducted in partnership with social institutions, to ensure their links with development results. Furthermore, it is advisable to assess the "pilot" initiatives of the new aid instrument "Innovative Actions" to track their performance.

Gender, culture and basic social services sectors should be excluded in the new CPF. Nonetheless, gender and cultural diversity should be mainstreamed in CPF interventions following AECID recently launched guidelines.

Given the context of recurrent crises in Ethiopia, the next CPF should address resilience building in a comprehensive manner; regardless of the aid instrument or the funding department. Both development interventions and humanitarian actions should be designed and implemented to build resilience and reduce risks.

Humanitarian action should remain in the next CPF in accordance with humanitarian principles. Further coordination, understanding and complementarity between humanitarian assistance and development bodies of Spanish Cooperation, particularly in AECID, should be promoted in order to advance towards a common position that better accommodates the specificities of the Ethiopian context. The risk profiles in the country supported by AECID could be used for the design of new interventions. Humanitarian action capacities and knowledge at OTC level should be reinforced, particularly in terms of access, humanitarian space and principles.

4. Promote structural changes in SGCID and AECID to allow greater decision-making autonomy at country level. In addition, decisions at headquarters level should take more into account the CPF implementation needs from a whole-of-organisation strategic approach.

Adapt funding decisions to results-oriented planning to ensure that operational decisions on programs and instruments allocations are coherent with a comprehensive results framework and are agreed upon based on an overall picture of the country strategy and not mainly on the budget available for each department. This might also involve greater decision-making at country level (OTC).

Coordination, pursuit of aid effectiveness and dialogue require flexible and fit-for-purpose capacities (personnel, instruments, and systems), resources and knowledge. Regarding staff selection criteria, the CPF strategy involves a type of work and skills beyond administrative or technical tasks associated with project management. Thus, knowledge on public policy making, empathy, communication and language proficiency, and negotiation abilities, for instance, are valuable skills to be sought.

5. Continue the productive work done so far in policy dialogue, strengthening its definition and possible lines of development.

Spanish Cooperation could benefit from a conscientious thinking about what policy dialogue involves in relation to its potential objectives and expectations. It should seek to build a common understanding among its main actors, or at least among AECID staff, particularly at OTC level. At country level, policy dialogue needs to be linked with strategic lines of work and build on strengths and gains already achieved by Spain in the country. Thus, the new CPF could identify and systematize the progress made so far in this regard, and use the available aid instruments to strengthen policy dialogue. It is important to *foster institutional policy dialogue (without being dependent on individual initiatives)*, and to maintain proactivity in coordination groups (RED&FS, SDG Pool Fund) to extend the established trust relationships and Spain's role in sectoral working groups.

6. Make greater use of AECID Guidelines on Cooperation Modalities and Instruments to assess the opportunities and adequacy of instruments to the Ethiopian context.
Some ideas on potential use of aid instruments are presented hereunder.

Foreign policy grants, due to their flexibility and potential sectoral alignment, could be the basis upon which to articulate Spanish Cooperation support in each sectoral strategy of intervention and as an entry point for policy dialogue.

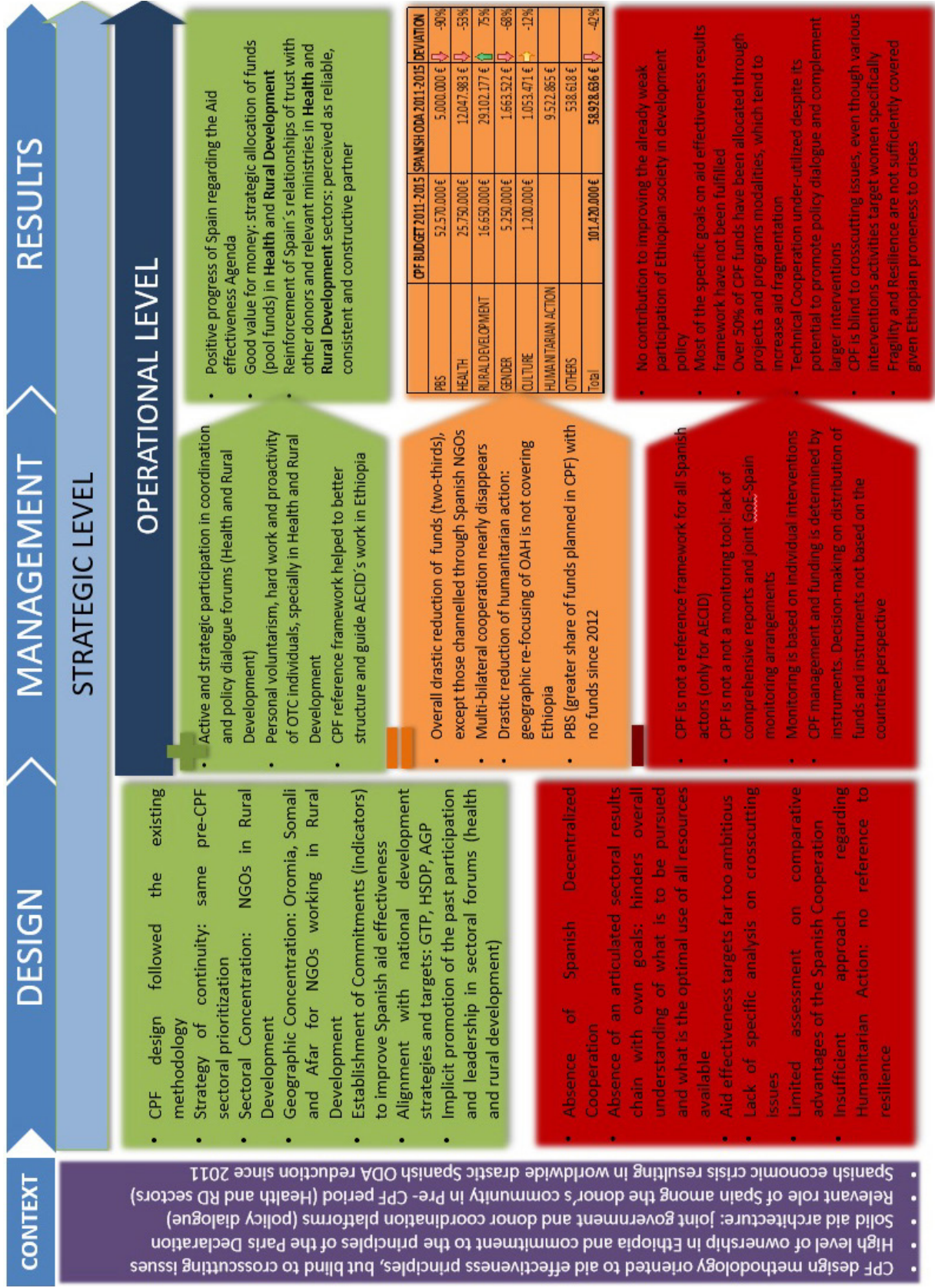
NGOs interventions have geographical reach and presence in more remote areas and carry out outreach work. They can also provide valuable information and experiences (knowledge and best practices) that could be brought forward and integrated into dialogue with policymakers.

Support to research and innovation or technical assistance could serve as strategic contributions to reinforce Government's guidance based on evidence produced by researchers and/or qualified professionals.

In a pilot experience (such as public-private partnerships in the field of Humanitarian Action), it is essential to gather and systematize information to enable learning and replicability of the model in similar contexts.



Agricultural Cooperative in Oromiya



MANAGEMENT

RESULTS

OPERATIONAL LEVEL CPF indicators defined to measure Spain's contribution are at a distant level from the actual Spanish cooperation efforts and outputs achieved

Area	Management	Results
Rural Development	<p>Two-fold approach, fully aligned with national policies and structure, though further complementarity and synergies required:</p> <ul style="list-style-type: none"> AGP (20% RD funds): high value production agricultural development /active role in coordination and policy dialogue. NGOs agreements (49% RD funds): poverty reduction by improving income (invisible to the government) <p>Activities in both approaches: 1) Capacity building of public players and farmers; 2) Provision of equipment 3) Building or rehabilitating rural infrastructures</p>	<ul style="list-style-type: none"> Improved extension capacities from key public players Farmer organizations capacities strengthened: focused on production rather than marketing and commercialization. Improved access to market for cooperatives and small scale farmers Increased natural, financial and physical resources and support to small-scale farmers Alternative income generating activities created (women and youth) Increased availability and access to water (drinking and irrigation) – difficult sustainability and maintenance of medium/large scale infrastructures
Health	<ul style="list-style-type: none"> SDG Pool Fund (83% of Health funds) <ul style="list-style-type: none"> Procurement of medical equipment, supplies and products (80% of SDG Pool Fund) / active role in policy dialogue Direct contributions to BoFED and NGOs interventions: <ul style="list-style-type: none"> Construction of health infrastructure Health training 	<ul style="list-style-type: none"> Increased availability and use of medical equipment and supplies Increased number of Health infrastructures Improvement of health management system Regarding CPF indicators to measure Improvement of Access to basic healthcare services only 1 out of 6 have been achieved (under five mortality rate has decreased)
Gender	<ul style="list-style-type: none"> Continuity of Direct contribution to strengthen MoWCYA (24% of Gender funds) <ul style="list-style-type: none"> Capacity building and provision of equipment Small NGO project focused on economic empowerment: <ul style="list-style-type: none"> Provision of resources, inputs, materials... Occupational training Tracking on-going projects (NEPAD Fund and MDG Fund) <ul style="list-style-type: none"> Exit sector 	<ul style="list-style-type: none"> MoWCYA still shows low capacity: no sustainable results are appreciated Other interventions promoted by Spain show actions in similar areas but without common objectives as a whole Low degree of progress on aid effectiveness Policy dialogue based on the implementation of the MoWCYA program has ended once the intervention terminated
Culture	<ul style="list-style-type: none"> Limited funding only for the provision of scholarships, assistance ships and supporting inter-university cooperation and scientific projects (PC). 3 major Culture programs were funded prior to the CPF and show uneven performance Spain's support to the sector has not followed a clear and comprehensive strategy Exit sector 	<ul style="list-style-type: none"> 3 pre-CPF intervention results vary substantially: Handicraft Cultural Centre in Harar; functional, the one in Addis not constructed yet. FABLAB program currently running but with questionable sustainability. Missed opportunity to use evidence based research (PCI) to feed other interventions Project based scope of engagement with MoCCT, lacks comprehensive sector approach and related policy dialogue
PBS	<p>Biggest divergence between planning and performance:</p> <ul style="list-style-type: none"> over 50% share of CPF budget expected - less than 10% of CPF funds disbursed only in year 2011. No funds since 2012 <p>PBS II ended early 2013 and since then Spain is no longer involved in the negotiating table and dialogue</p>	<p>Due to the nature and dimension of PBS, the small size of Spain as donor and its inactivity during most of the CPF period, Spain's contribution to the PBS development results is not measurable</p>

Other related documents in:
<http://www.cooperacionespanola.es/en/publications>

