



Rialtas na hÉireann
Government of Ireland

Spending Review 2020

The Ethiopia Country Strategy 2014 -2019

POLICY UNIT AND EVALUATION & AUDIT UNIT,
DEPARTMENT OF FOREIGN AFFAIRS AND TRADE, IRELAND

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IGEES

Irish Government Economic and Evaluation Service

Executive Summary

- Ethiopia is a key geopolitical and economic force in the Horn of Africa. It is one of the largest hosts to refugees and transitory migrants and is a significant contributor to regional peacekeeping and peacebuilding efforts. It is also host to the African Union and one of the two main UN centres on the continent. While Ethiopia has experienced more than 10 years of rapid economic growth, extreme weather events, gender inequality, civil unrest and rapid population growth still presents significant poverty-related challenges.
- A peer review of Ireland's development programming conducted by the OECD in 2019 recognised Ireland as a “successful influencer of global policies on sustainable development” and noted that it “demonstrates continued leadership on development effectiveness in action at both headquarters and mission level”. Moreover, the OECD has noted that Ireland has built its global reputation through “a generous response to crises and conflicts, and contributing effectively to poverty reduction” (OECD 2020, pp.3).
- The 2014-2019 Ethiopia Country Strategy Paper (CSP) outlined Ireland's strategy for providing direct bilateral development assistance to Ethiopia. In 2014, Ethiopia was the second largest recipient of Irish bilateral development funding. By 2016 it had become the largest.
- The 2014-2019 CSP was designed to contribute to a single, resilience-focused outcome: “Poor and rural households are more resilient to economic, social and environmental stresses and shocks” in a rapidly changing political, environmental and social context.
- The 2014 - 2019 CSP built upon the successful 2008 - 2013 CSP. The 2014-2019 CSP was designed with the aim of delivering Ireland's international development policy in Ethiopia, and contributing to the *EU+ Strategy on Ethiopia* (2013) within the framework of the Ethiopian government's own national development strategies.
- The 2014-2019 CSP's total programme expenditure over the six-year period was €170.8 million, comprising of 4% of Ireland's total international development expenditure for this period.
- Over one third of the CSP's expenditure for the period 2014-2019 was focused on the Ethiopian Government's Productive Safety Net Programme (PSNP). This is a multi-donor social protection programme that provides food and cash transfers to food insecure households and highly vulnerable populations, while also building up communities' public infrastructure and protecting their local environment. The PSNP is the largest social protection programme in Africa, with over 7 million recipients annually, and is supported by a range of donor agencies alongside Ireland, the World Bank, UNICEF, World Food Programme, UK, US, Sweden, Denmark, Canada and the Netherlands.
- The CSP's funds were managed and distributed by the Embassy of Ireland in Ethiopia's capital city, Addis Ababa. The funds were disbursed through a mixture of grants to government and non-government partners to support, implement and monitor humanitarian and development programmes throughout Ethiopia. Ensuring a mixture of recipients and channels of support is accepted as best practice among members of the OECD's Donor Assistance Committee (DAC) as it is an important way to both spread and co-manage risk across the portfolio of interventions.
- Ireland has supported interventions via the CSP which:
 - provided humanitarian assistance and social protection to some of the poorest and most vulnerable people in Ethiopia;
 - improved access to maternal health and nutrition services and resources;

- promoted integrated climate-smart agricultural practices;
 - strengthened regional health systems;
 - built up the capacity of civil society organisations;
 - supported Ethiopian Government reform programmes; and
 - promoted good governance practices.
- The purpose of this Spending Review is to assess the impact and effectiveness of the 2014 CSP spend and the underlying processes used to develop and implement it. This CSP represents a snapshot of Ireland's longstanding work in Ethiopia. Where still appropriate in 2020, the Review highlights lessons which can continue to inform Ireland's approach. It builds on findings from the recent OECD DAC (Development Assistance Committee) Peer Review of Ireland's development cooperation, which included a dedicated field visit to Ethiopia to assess Ireland's work there.

Findings

- The goal and objectives of Ireland's 2014-2019 CSP for Ethiopia align with both Ireland's foreign and development policy priorities and the development and humanitarian challenges facing Ethiopia.
- Ireland is a valued bilateral partner, working with the Government of Ethiopia and other agencies such as the UK's DFID, Germany's GIZ, USAID, CGIAR, the UNDP, the World Bank, the UNHRC, the World Food Programme and UNICEF, to implement national development plans.
- DFAT's internal monitoring, evaluation and learning structures have allowed the Embassy in Ethiopia, with support from Development Cooperation and Africa Division to adapt and reconfigure the CSP in response to changing development and humanitarian challenges. Moreover, these structures allow the Embassy to assess regularly the performance of partners, allowing it to refine, amend or cease such arrangements if they are not delivering expected outcomes or if the context changes.
- Ethiopia is the single largest recipient of Irish bilateral ODA (OECD, 2020). Ethiopia is also the largest single recipient of global ODA by volume in Africa. Ireland's contribution of bilateral ODA in 2018 accounted for less than 1% of the net ODA Ethiopia received.
- The 2014-2019 CSP and its 2008-2013 predecessor were both originally intended to be in place for five-year periods. However, both were both extended by one year to allow more time for the subsequent Ethiopia strategy to be finalised and incorporate relevant policies and frameworks. In 2016, the Comptroller and Auditor General (C&AG) recommended that DFAT should ensure that new country strategy plans are completed in a timely manner, reducing the requirement for plan extensions.
- While Ireland's development programming in Ethiopia has progressed beyond an initial region-focused approach, it retains strong links with the Tigray and SNNP regions and continues to support a number of activities in those regions. These include support to rural households' poverty reduction, resilience to climate shocks, and access to health and nutrition services.
- It is important that Ireland continues to provide additionality in its development programming (i.e. delivering development outcomes that would not otherwise occur), while also ensuring that it acts strategically to maximise its development impact when working with other donors and development agencies.
- Between 2014 and 2019 Ireland has provided €170.8m to the CSP to effectively support over 30 programmes and projects of various sizes, across a select and strategic range of sectors, in Ethiopia. These have provided essential support and protection to some of the poorest and most vulnerable

people in Ethiopia, as well as building resilience, strengthening technical capacity and improving livelihoods. This support has been consistently targeted towards poor, rural households, with a particular focus on the health and nutrition of poor, rural women and children.

- While Ireland's financial contributions to large multi-donor programmes may be proportionally small, the extent of the Embassy's strategic engagement and approach within such programmes and related donor networks has enabled effective policy influence on a wider scale. The co-funding mechanisms used for these programmes also provides for effective collaboration and coordination with regards to technical oversight and sharing of risk management and reduced transactions costs. This allows Ireland to make a greater impact than would be obtained with a smaller national contribution. Multi-donor programmes allow for synergies and for smaller donors to leverage the financial weight of larger donors, ultimately reaching a higher number of beneficiaries and delivering change at national level in a coordinated way.
- The Embassy, through the CSP, also provided support for many smaller, more focused projects that seek to build up the technical capacity of farmers, health workers, and Civil Society Organisations in a manner that can be scaled up and applied elsewhere.
- The new Mission Strategy process, which has been rolled out to replace the CSP process, aims to ensure that there is a whole of Embassy approach to development programming. This strengthened approach allows for greater coherence between an Embassy's various functions and continues to place a strong emphasis on evidence-based decision-making, flexibility, and value for money.

Recommendations

- Ireland's development programming in Ethiopia comprises a strategic mix of partners and programmes. This allows the CSP to be implemented at scale while also providing risk management benefits and learning opportunities from pilot projects in specific contexts. However, there is value in considering ways to optimise partnerships. One example of how this could work is the CSP's support to the Consortium of NGOs, where a number of partners were supported in a manner that reduced administrative transaction costs.
- DFAT should continue to explore opportunities to develop guidance for (i) reporting and evaluating qualitative outputs and outcomes, including policy influencing and advocacy; and (ii) designing a methodology for attributing or representing development impacts from Ireland's contributions to multi-donor, pooled funds. This could include the convening of an internal task team with representation from DFAT's Evaluation and Audit Unit, Finance Division and Development Cooperation and Africa Division.
- An internal DFAT task team could also be utilised to ensure the continued compliance and coherence of Ireland's development programming with the Public Spending Code.
- Ireland's country-specific development programmes should continue to ensure that their objectives are well-defined to assist monitoring and evaluation. Where possible, objectives within a programme's logic model should adhere to the SMART principle (i.e. the objectives should be Specific, Measurable, Achievable, Realistic and Time-bound).
- Internal reporting systems would benefit from the development of a 'dashboard' to collate key statistics for any given country, to assist in knowledge management and support ongoing development of the results management system. This dashboard could include the following:
 - Trend analysis of how funding allocations to, and within, country-specific development programmes has changed over time;

- Assessments of how development funding is reaching the “ furthest behind first”;
 - Proportion of an Irish-supported project or programme’s total funding that is being provided by Irish ODA;
 - Disaggregation of country-specific funding to illustrate proportion of allocations being distributed through each outcome area, geographical location, partner-type (government, NGO, multilateral).
- Ireland should assess how best to incorporate the OECD DAC Peer Review’s recommendations for its development cooperation programming. In particular, it should:
 - Invest in knowledge management by:
 - systematically capturing and disseminating lessons from programming and evaluations; and
 - expanding knowledge-sharing mechanisms to strengthen thematic expertise.
 - Advance its approach to results-based management by:
 - promoting a results and learning culture and strengthening capacities to manage for results across the system; and
 - adopting results frameworks that spell out the expected results chain, using SDG targets and indicators and enable a clear focus on those furthest behind.
 - DFAT should continue to regularly review its planning processes to ensure that new country strategies can be designed and approved in advance of the end of a previous strategy, mitigating the need for extensions and providing Embassies with a clear framework to help achieve their targets.
 - Embassies should continue to seek out programmes and projects that provide opportunities to collaborate and coordinate with Governments and development partners. It is important to develop strategies for identifying where and how Ireland can fully utilise its voice and position to advocate and influence policy towards the development priorities identified within *A Better World*.

Image 1: Map of Ethiopia (UNOCHA 2020)

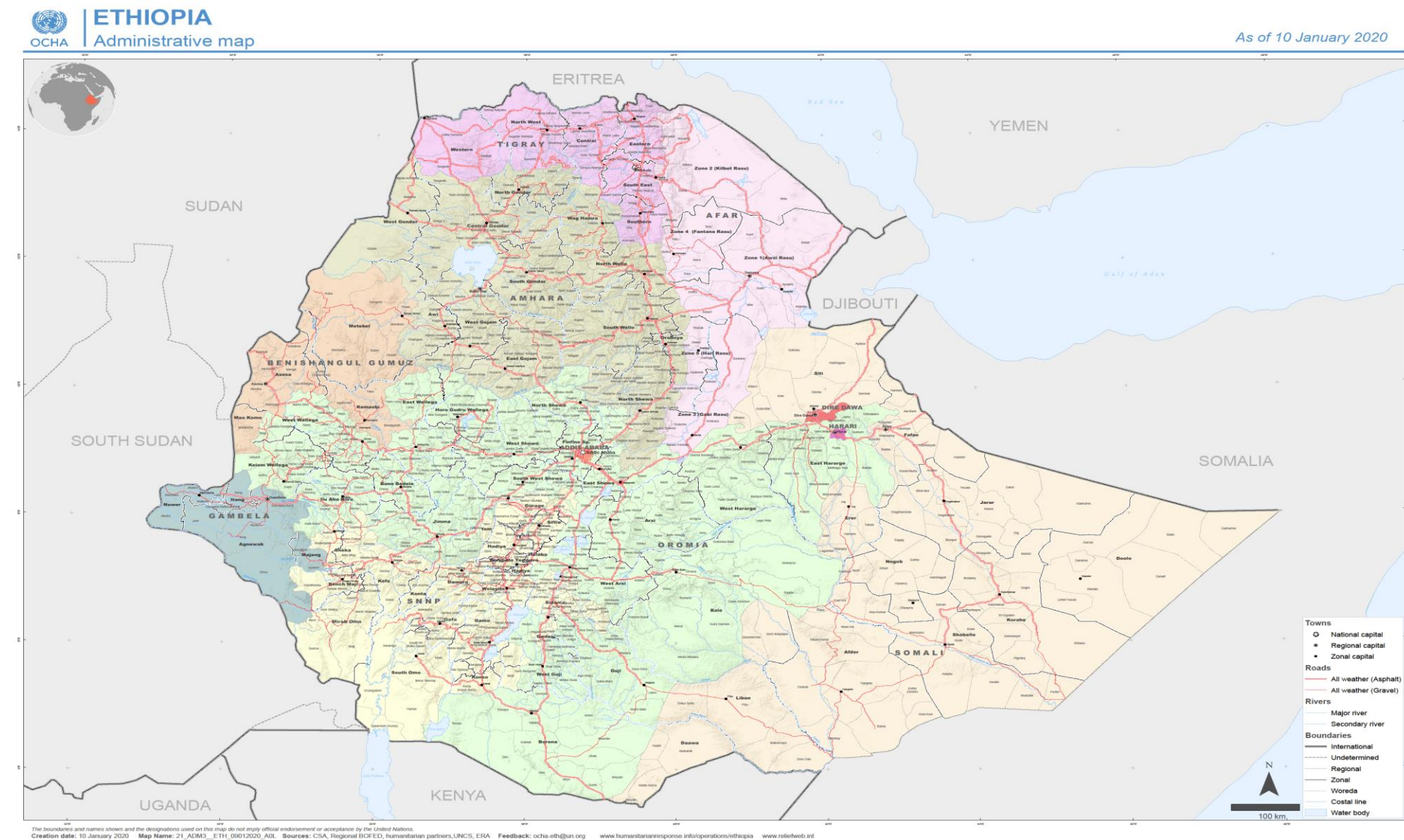


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Acronyms

AFLAH	Association of Friends of Lake Hawassa
AIDS	Acquired Immunodeficiency Syndrome
ATA	Agricultural Transformation Agency
AWSD	Association for Women's Sanctuary and Development
C&AG	Comptroller and Auditor General
CHAI	Clinton Health Access Initiative
CIP	The International Potato Centre (Spanish acronym: Centro Internacional de la Papa)
COVID	Corona virus disease
CSA	Climate Smart Agriculture
CSO	Civil Society Organisation
CSP	Country Strategy Paper
CSSP	Civil Society Support Programme
DAG	The Development Assistance Group
DCAD	Development Cooperation and Africa Division
DDI	Daily Dietary Intake
DFAT	Department of Foreign Affairs and Trade
DFID	Department for International Development (UK)
DHS	Demographic Health Survey
DPER	Department of Public Expenditure and Reform
EHF	Ethiopian Humanitarian Fund
EPHI	Electronic Protected Health Information
ESAP	Ethiopian Social Accountability Programme
EU	European Union
FGD	Focus Group Discussion
GAVI	The Vaccine Alliance. Formerly the Global Alliance for Vaccines and Immunisation
GDP	Gross Domestic Product
GIZ	Gesellschaft für Internationale Zusammenarbeit (German Development Agency)
GNI	Gross National Income
Ha	Hectare
HDI	Human Development Index
GTP-II	The second of the Ethiopian Government's Growth and Transformation Plans
HIV	Human Immunodeficiency Virus
HRP	Humanitarian Response Plan
HSTP	Ethiopian Health Sector Transformation Plan
IDA	International Development Association of the World Bank
IDC	Inter Departmental Committee
IDP	Internally Displaced Person
IGEEES	Irish Government Economic and Evaluation Service

IIED	International Institute for Environment and Development
ILP	Integrated Livelihoods Improvement Project
IMF	International Monetary Fund
IN-SCT	Integrated Nutrition Social Cash Transfers
IPDM	Integrated Pest and Disease Management
JFA	Joint Financing Arrangement
KII	Key informant interview
LHWDPC	Lake Hawassa Watershed Development and Protection Committee
MB	Management Board
MIC	Middle Income Country
MMR	Maternal Mortality Rate
ND-GAIN	The Notre Dame Global Adaptation Initiative
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	The Organisation for Economic Co-operation and Development
OFSP	Orange fleshed sweet potato
PBS	Protection of Basic Services Programme
PSNP	Productive Safety Net Programme
RUSACCOs	Rural Saving and Credit Cooperatives
SA	Social Accountability
SDG-PF	The SDG Performance Fund
SDGs	Sustainable Development Goals
SG	Secretary General
SMG	Senior Management Group
SNNPR	Southern Nations, Nationalities and Peoples' Region
SOS Sahel	International NGO with national level entities, that work in Sahel dryland regions
UN DESA	United Nations Department of Economic and Social Affairs
UN HC	UN Humanitarian Coordinator
UN Women	United Nations Entity for Gender Equality
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	The Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
VSLAs	Village Savings and Loans Associations
WFP	United Nations World Food Programme
Woreda	Equivalent to a county, main unit of administration and local government

1. Introduction

Official development assistance (ODA)¹ is an integral part of Ireland's foreign policy. Ireland's international development cooperation programme was established in 1974 in the context of Irish membership of the EEC at the time with a mandate to contribute to the reduction of global poverty. Irish support now reaches around 130 countries each year and has an emphasis on least developed and fragile states and Africa. The international development programme is often referred to as Irish Aid.

Ireland is committed to contributing to the achievement of the UN Sustainable Development Goals (SDGs), a global agenda agreed in 2015. The 2030 Agenda for Sustainable Development seeks to end poverty and other deprivations with strategies that improve health and education, reduce inequality, and spur economic growth – all while tackling climate change and working to preserve our oceans and forests (UNDESA, 2020).

The Department of Foreign Affairs and Trade (DFAT), through its Development Cooperation and Africa Division (DCAD) is responsible for managing and distributing approximately 65% of Ireland's ODA. Other Government Departments including Finance; Agriculture, Food and the Marine; Communications, Climate Action and Environment; Justice and Equality; and the Revenue Commissioners all manage and distribute ODA funds often via multilateral channels.

A peer review of Ireland's development policy and programming conducted by the OECD's Development Assistance Committee (DAC), recognised Ireland as a "successful influencer of global policies on sustainable development" (OECD 2020, pp.12) and noted that it "demonstrates continued leadership on development effectiveness in action at both headquarters and mission level" (OECD 2020, pp. 81). The DAC promotes a culture of shared learning and implementing best practice for development programming and aid effectiveness. Ireland's development policy and approaches are informed by the DAC's criteria and principles. Further information relating to this peer review can be found in Annex 3.

Ireland's international development policy, *A Better World* (Government of Ireland 2019) notes that Ireland's own experience of hunger, economic recovery, peace and conflict informs policy development, partnership approach and aid effectiveness. Ireland has built its global reputation through "a generous response to crises and conflicts, and contributing effectively to poverty reduction" (OECD 2020, pp.3).

Ireland's ODA in 2019 was €817 million and will increase by 2.6% to €838 million for 2020. Ireland's overall ODA is split between bilateral (funding spent directly on development cooperation and humanitarian responses in developing countries) and multilateral (contributions to international development and humanitarian agencies such as EU Institutions, UN Agencies and international financial institutions). Ireland's commitment of resources to multilateral institutions is a manifestation of its commitment to multilateralism and contributes to a strong EU and UN in the poorest countries and contexts.

In recent years, Ireland has distributed roughly 50% - 60% of its ODA to multilateral organisations. Of this allocation, 40% - 45% is provided as core support², with an additional 10% - 20% distributed to multilateral organisations through other modalities, mainly through support to basket and pooled funds³.

Figure 1 provides an overview of total Irish ODA, disaggregated between bilateral and multilateral expenditure. The majority of increases in total ODA have been channelled towards multilateral organisations, while total bilateral ODA has remained relatively consistent.

¹ Official development assistance (ODA) is defined as "government aid designed to promote the economic development and welfare of developing countries. Loans and credits for military purposes are excluded. Aid may be provided bilaterally, from donor to recipient, or channelled through a multilateral development agency such as the UN or the World Bank. Aid includes grants, "soft" loans and the provision of technical assistance". (OECD)

² Core support refers to unearmarked contributions to a multilateral organisations which are pooled with other donors' funding and disbursed as part of the multilateral organisation's core budget.

³ Mechanisms for pooling funds from various sources, typically governments and donors, to support shared priorities and ensure adequate resource allocation for agreed upon programmes

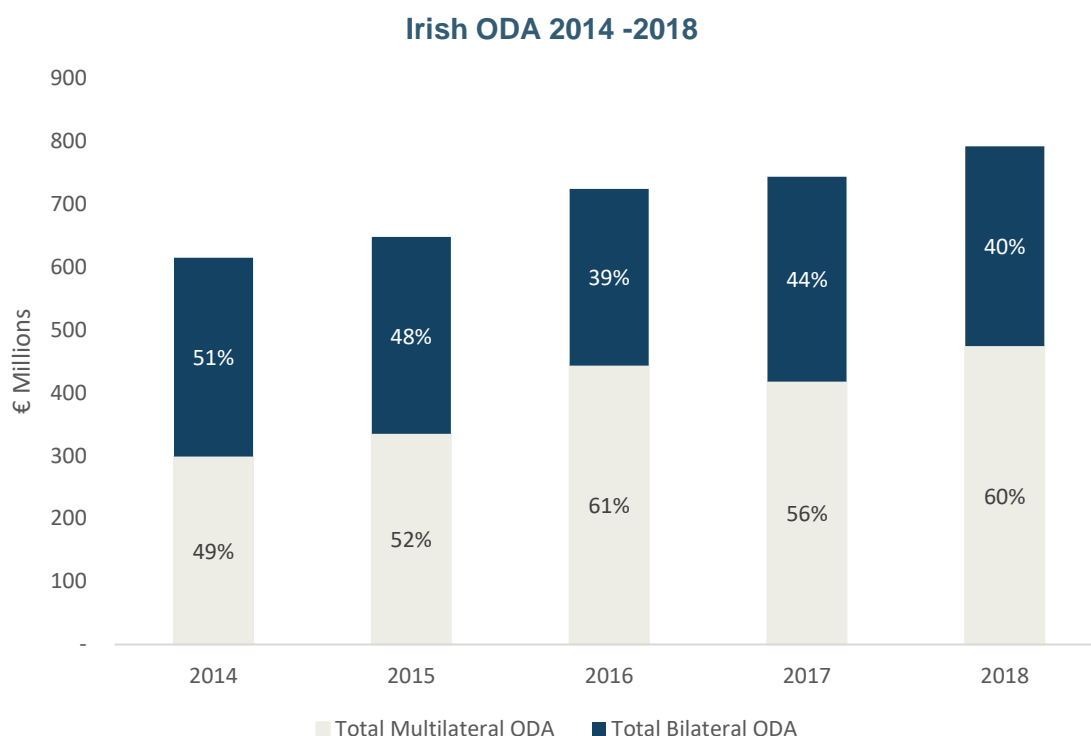


Figure 1: Ireland's total ODA 2014-2018 (Irish Aid Annual Reports 2014-2018, DFAT)

Figure 2 illustrates Irish ODA disbursement between various aid modalities. As noted above, this refers to ODA disbursement from all Government Departments, not just DFAT. Moreover, it should be noted that core support to multilateral organisations does not comprise the total amount of multilateral ODA. Ireland, through its various Government Departments, has also provided funding to such organisations through other modalities, in particular basket and pooled funds.

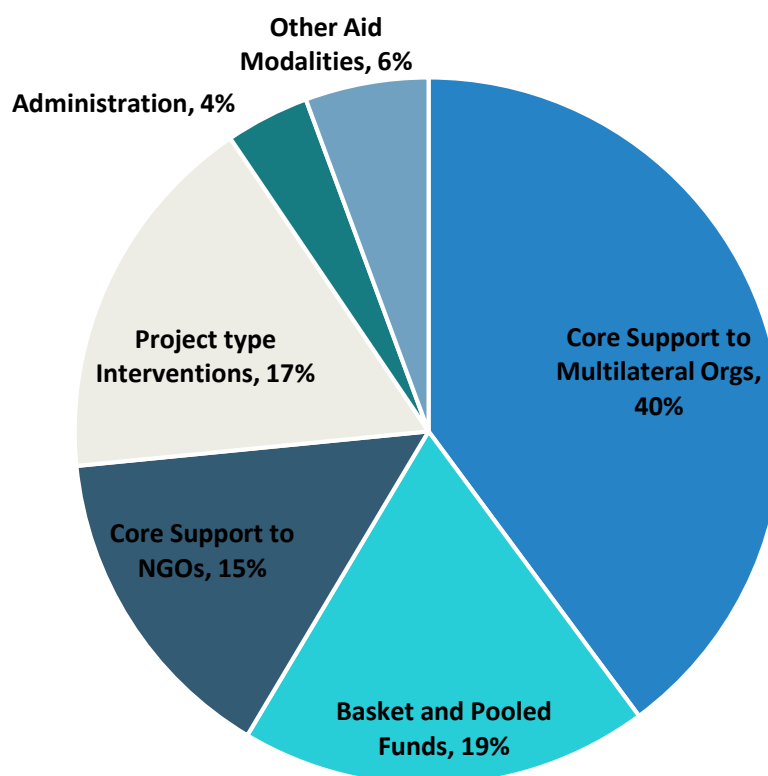


Figure 2: Total ODA by modality 2014-2018 (Irish Aid Annual Reports 2014-2018, DFAT)

Figure 3 reflects the breakdown of core support to multilateral organisations. EU Institutions and UN agencies receive the majority of this funding, totalling 82% of all core support between 2014 and 2018.

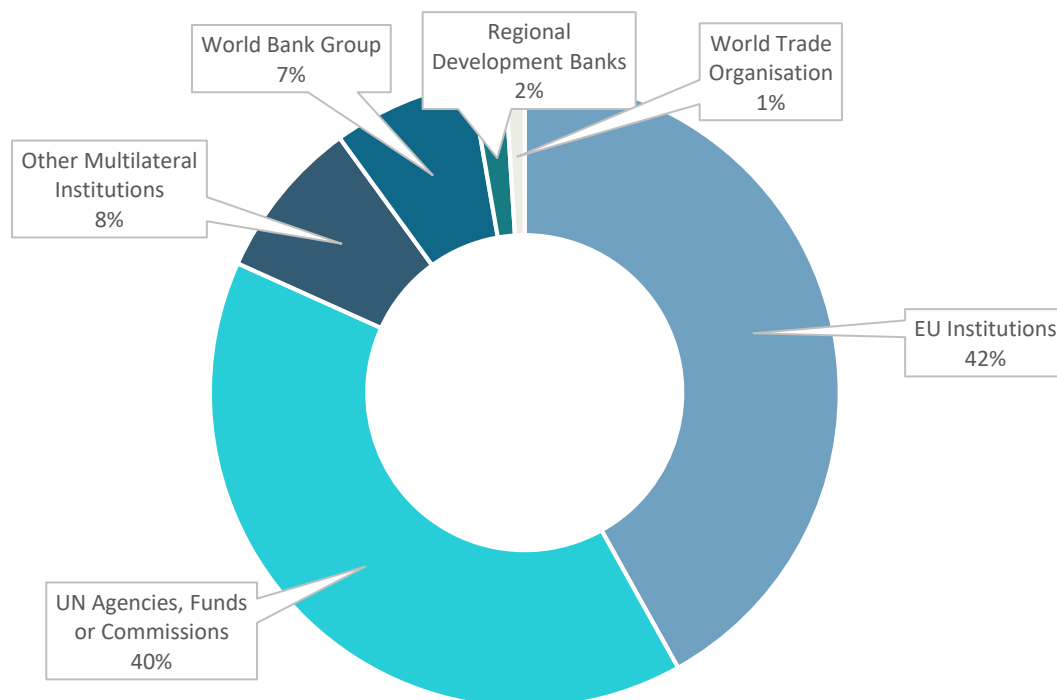


Figure 3: Core Support to Multilateral Institutions 2014 -2018 (Irish Aid Annual Reports 2014-2018, DFAT)

In terms of Irish bilateral ODA, Ethiopia has been one of the largest single recipients. Since 2016, it has been the largest, overtaking Mozambique (Figure 4). In the period 2014-2019, bilateral ODA to Ethiopia has accounted for just over 4% of Ireland's total international development expenditure. This is in part due to a reduction in overall funding through country-specific programmes to enable Ireland to respond to emerging humanitarian needs.

Top five recipients of Irish bilateral ODA 2014 - 2018

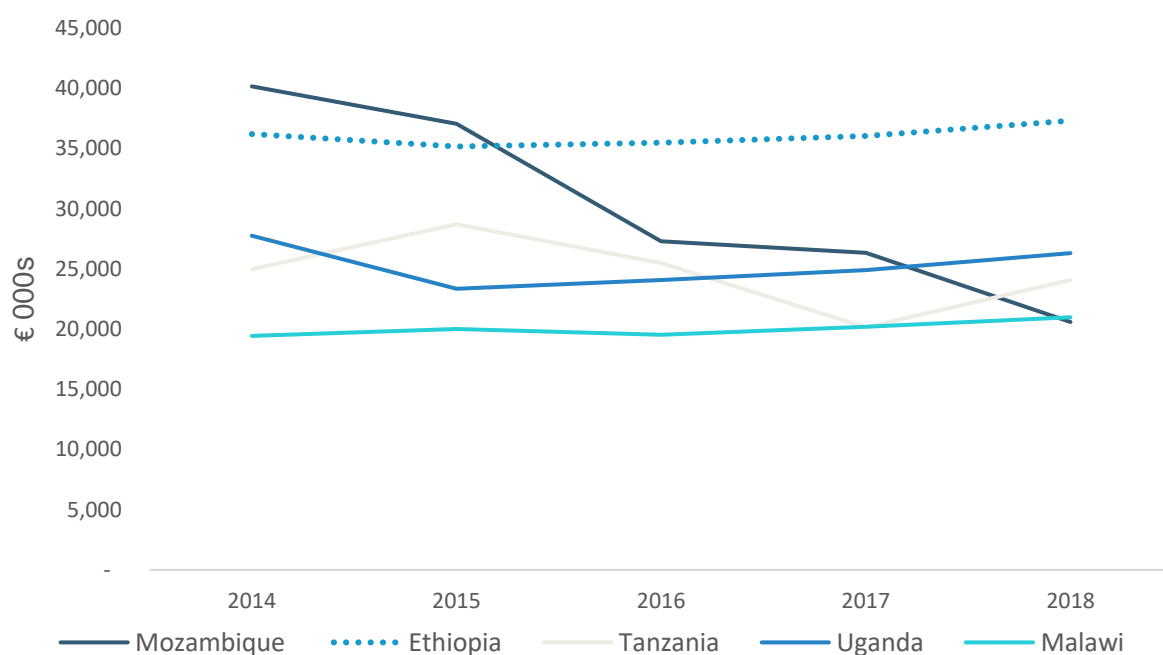


Figure 4: Top 5 Recipients of Irish Bilateral ODA 2014-2018 (Irish Aid Annual Reports 2014-2018, DFAT)

Purpose

The purpose of this Spending Review is to: (i) assess the effectiveness of The Embassy of Ireland's 2014 – 2019 Country Strategy Paper (CSP) for Ethiopia in reaching its objectives; (ii) assess the underlying processes used to develop and implement a CSP; and (iii) assess what learnings from this process can inform Ireland's future approach to developing country strategies⁴.

Scope

The Spending Review covers the entire six-year period of the 2014-2019 CSP⁵ and will focus on the financial inputs allocated to directly support CSP programmes and projects. Therefore, this Spending Review does not assess CSP administrative costs⁶, or any other Irish ODA to Ethiopia distributed via DFAT HQ, through core support to multilateral partners or funding to Irish NGOs.

Methodology

Contextual analysis gives an overview of Ethiopia's political landscape, economic progress and human development; Ireland's development programming processes and engagement in Ethiopia; and other donor countries' development programmes and strategies.

Financial analysis utilises DFAT's Q&A system, as well as Irish Aid annual reports, Inter-Departmental Committee (IDC) documents and Embassy audited accounts. This analysis examines the CSP's financial inputs and outputs, assessed over time for a number of CSP-funded programmes. In order to map the outputs, the review team have used Embassy and partner reports and evaluations.

The Spending Review undertakes analysis of four programmes supported by the CSP. These programmes account for 69% of the CSP's total expenditure⁷. This method allows the Spending Review to focus on an illustrative sample of the programmes and partners that the CSP supported and reflect the activities undertaken in the CSP's targeted outcome areas and across different funding modalities.

A desk review is used to review the planning process that developed the CSP and the internal structures and procedures in place that guided how DFA resources were allocated, disbursed and monitored. This utilises both internal and external sources to (i) represent the context within which the CSP was developed and implemented, and (ii) how the CSP performed in delivering its stated objectives. The Review team used over 40 documents to inform this assessment.

Limitations

The exact amount of funding allocated in 2019 to each programme under each Output Area within the CSP has not yet been confirmed for 2019. An estimated allocation, based on the IDC budget estimates and the Embassy's internal reporting systems, is used to reflect the approximate breakdown of CSP-related expenditure for 2019.

The majority of CSP-related funding is distributed via multi-donor pooled funds. This method of disbursement means that determining development effectiveness is often linked to the coherent effort of all contributors, rather than Ireland's contribution alone. It should be noted that utilising such funding modalities provides Ireland with an opportunity to participate in, and influence, the design, implementation and evaluation of projects and programmes supported by these funds. Furthermore, these models are regarded by DAC donors as best practice for good donorship to ensure that the contributions of Ireland and of other donors (e.g. other EU/OECD states) work coherently to support Ethiopia's national development goals. In circumstances such as these, Ireland collaborates closely with other contributing donors on key issues such as effectiveness of interventions, risk management, commissioning evaluations, and any adjustments to programming due to circumstances.

⁴ Acknowledging that the CSP process has already been amended so that there is now a 'whole of Embassy' approach

⁵ The CSP was originally intended to cover the period 2014 – 2018 but was extended for one year

⁶ These costs have averaged 3– 5% of total CSP cost under the 2014-2019 period

⁷ Based on 2014-2018 audited accounts and IDC estimates for 2019

This Spending Review has been undertaken with the support and guidance of colleagues in the Embassy of Ireland, Addis Ababa. However, the COVID-19 outbreak and a period of civil unrest, including in Addis Ababa, has required Embassy staff to continue carrying out their duties under very difficult circumstances. The HQ-based Review team has therefore sought to deliver this Spending Review by drawing, as much as possible, on the existing analysis and reporting produced by the Embassy, and limiting their engagement with the Embassy team, given the challenging conditions under which they are working.

2. Ireland's development programming in Ethiopia

MAIN FINDINGS SECTION TWO

- Ethiopia has made substantial advances in terms of economic growth and human development. However, a significant proportion of its population continue to face severe poverty, food insecurity and limited access to education, health and economic resources.
- Ethiopia is the largest single recipient of ODA by volume in Africa. However, given it has the second largest population in Africa, ODA to Ethiopia in per capita terms is roughly in line with the Sub-Saharan Africa average (OECD 2020).
- Ireland is a committed bilateral partner to Ethiopia and has progressed its development programming to include engagement at both a regional and Federal level. It has sought to operate in a strategic manner, identifying niche areas where it can add value.
- The Embassy of Ireland in Ethiopia consistently sought out opportunities to collaborate with other donors (UK, US, Germany, Netherlands, Germany, Canada, Sweden) and development agencies (World Food Programme, World Bank, UNICEF, UNHRC, UNDP, etc.) and maximise its influence when engaging with the Ethiopian Government on policy design and implementation. This was done to champion the needs of the poorest, and highlight where more needs to be done. In this regard, the Ethiopian Government views Ireland as a constructive, consistent and reliable partner.
- The CSP was based upon a clearly defined Programme Logic Model that has set out key areas for intervention. The CSP is regularly assessed, using an evaluation plan and results measurement framework, and refined to ensure it continues to effectively deliver humanitarian and development support.
- The CSP's objectives were in line with Ethiopia's development challenges and Ireland's broader international development priorities at that time. This is illustrated by the focus on the poorest and most vulnerable people in Ethiopia; enhancing resilience to climate shocks; and improving the health and nutrition of poor rural women and children.
- The CSP funded a variety of programmes and partners, operating across various sectors and regions, deploying different channels of delivery. The programmes and partners' core objectives and areas of focus aligned with the CSP. This approach of engaging with a range of partners and programmes is an effective way to spread and manage portfolio risk.

Ethiopia's economic growth and human development challenges

Despite significant progress in recent years, in terms of economic growth and human development, Ethiopia ranks 173 out of 187 countries in the UN Human Development Index (UN HDI, 2018)⁸. Ireland

⁸ The UN Development Programme's Human Development Index is a summary of measure of a country's average achievements in key dimensions of human life long and healthy life, being knowledgeable and have a decent standard of living.

ranks 3rd on the Index (UNDP, 2020). Comparable neighbours Kenya and Uganda rank 149 and 158 respectively, both having higher scores in life expectancy, mean years of schooling and GNI per capita. The Human Development Index (HDI) has limitations in terms of fully capturing the human development profile of a country and the challenges it has faced. The UNDP notes that the HDI “simplifies and captures only part of what human development entails. It does not reflect on inequalities, poverty, human security, empowerment.” The Index does, however, provide a framework for illustrating, in comparative terms, the general human development status of different countries.

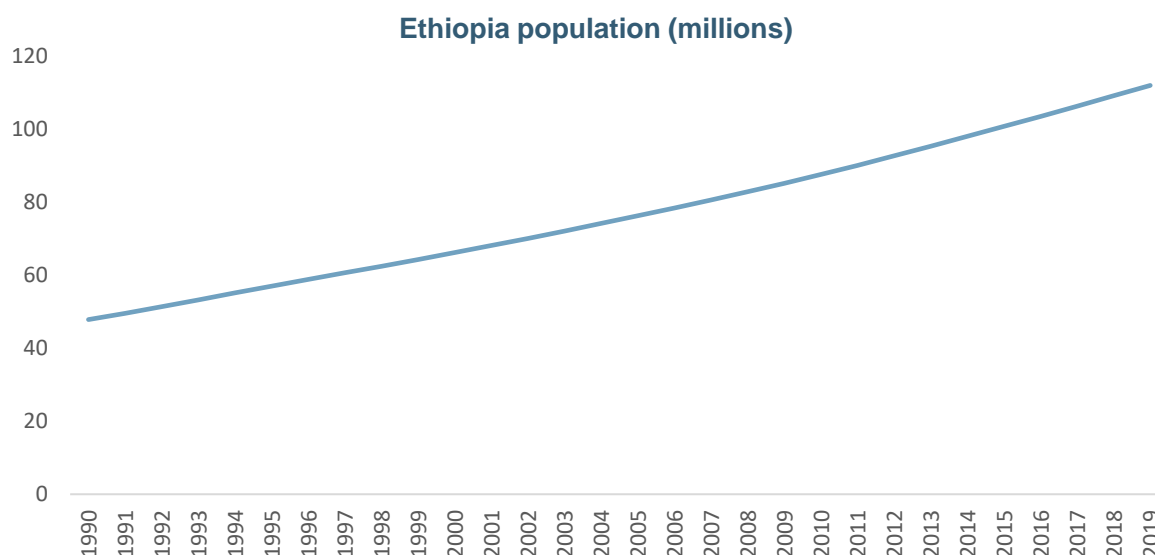


Figure 5: Ethiopia Population 1990 - 2019 (World Bank 2020a)

According to the 2016 Household Consumption Expenditure Survey, 22 million people in Ethiopia were living below the national poverty line. This compares with 15 million in Malawi (Republic of Malawi National Statistic Office 2017) and 9.6 million in Zambia (World Bank, 2015), two other countries in which Ireland undertakes development cooperation programming.

While poverty rates are improving overall, the severity of poverty experienced in some rural areas is intensifying, relative to urban areas (UNDP, 2020). Urban headcount poverty declined from 36.9% in 2000 to 14.8% in 2016, whereas rural poverty only declined from 45.4% to 25.6% in the same period (UNDP, 2018). It should be noted that this still represents a significant improvement, in absolute numbers of Ethiopia's population living in poverty, given the 56% increase in the country's population between 2000 and 2016 (World Bank, 2020a). Given Ethiopia's population growth, fully meeting the country's humanitarian and development needs constantly requires additional resources just to maintain existing levels.

Women and girls in Ethiopia remain strongly disadvantaged in areas such as health, livelihoods and human rights (Central Statistics Authority 2018; UNDP 2018).

Climate

Ranking 182 of 188 countries, Ethiopia's greenhouse gas (GHG) emissions are among the world's lowest, yet the country is highly vulnerable to climate change and associated shocks. Ethiopia is ranked the 22nd most vulnerable and the 31st least-ready country for climate change (ND-GAIN Index, 2017). Despite significant investment, Ethiopia is both vulnerable to climate change and largely unready to address the impacts (UNOCHA, 2018).

Food security within Ethiopia remains fragile and a large proportion of the population are vulnerable to the effects of climate change. Annex 1 contains a more detailed context analysis of Ethiopia.

Already one of the most drought-prone countries in Africa, in recent years Ethiopia has seen unusual and extreme weather events. Large variations in climate across Ethiopia's regions mean that increased temperatures and prolonged droughts, coupled with intense and irregular rainfall, will result in lower

agricultural production. During the course of the CSP, extreme and unseasonal weather triggered increased levels and outbreaks of disease, malnutrition, infestation, crop failure and livestock mortality.

A cross-sectoral, integrated approach to climate change in Ethiopia is essential to coordinate functions, mandates, research and ideas. The UN's Development Programme (2018) has stated that silos in policy making and development support will need to be avoided in order to minimise risks of future underproduction in agriculture and maximise opportunities to build climate resilience.

Governance, Human Rights and Conflict

The period of the CSP has been marked by a series of States of Emergency (SoE) invoked by the Government in reaction to the perceived security threats in the country. The Ibrahim Index of African Governance (IIAG) indicates that Ethiopia's overall governance has declined over the period of the CSP, moving from a ranking of 31st to 35th between 2014 and 2018 (Ibrahim Index of African Governance Report, 2018). Ethiopia's ranking on the index, which is made up of indicators that measure 'Safety and the Rule of Law', 'Participation and Human Rights', 'Sustainable Economic Opportunity' and 'Human Development', has been impacted significantly by Ethiopia's sharp decline in 'Sustainable Economic Opportunity'. While the country is considered one of only two countries (including Mali) to have improved in the area of transparency and accountability, the report notes that there is increasing deterioration in 'Safety and the Rule of Law', with worrying trends in 'Civil Rights and Liberties' over the last ten years.

During the period of the CSP, Ethiopia experienced several migrations as vulnerable populations fled from war-torn and drought affected neighbouring countries such as South Sudan. In 2019 there were over 900,000 refugees living in Ethiopia (UNHCR, 2019). Ethiopia also has approximately 1.8 million displaced people (International Organization for Migration's Displacement Tracking Matrix 2020). Factors for these displaced people include climate events and inter-communal conflict between the Guji and Gedio communities in Oromia and the SNNP regions. Many of those displaced by climate induced factors were receiving support from Government through Government-led integrated service sites set up in drought affected areas (IOM, 2019).

Steps towards middle income status

Ethiopia aims to attain 'Middle Income Country' (MIC) status by 2025, utilising "a green economy developmental model" (Federal Government of Ethiopia 2016, pp.2). Under the Ethiopian Growth and Transformation Plan II, the Ethiopian Government has committed to maintaining high levels of economic growth in an environmentally sustainable manner and that in the future they avoid the negative environmental patterns associated with economic growth around the globe.

In recent years, Ethiopia has made progress towards MIC status. According to World Bank data⁹, in 2014, Ethiopia's GNI per Capita was \$550, just over half of what was required to be certified as a "lower" MIC (\$1,046). By 2018, it had increased to \$790, 77% of the target (\$1,026). Continued reform and investment, and encouraging inclusive and sustainable economic growth, has the potential to continue this trend and bring Ethiopia closer to its objective.

There is a concern that impressive growth in recent years has been concentrated in a small number of sectors, such as aviation and commodities, and there is a need to diversify the economy to allow for more broadly-felt benefits. There are a number of obstacles to attaining this status such as the increasing population, persistent levels of multi-dimensional poverty in rural areas, gender inequality, inter-ethnic conflict, political instability, and the impact of COVID-19 on the global economy and its threat to Sub-Saharan Africa.

⁹ Available at <https://data.worldbank.org/indicator/NY.GNP.PCAP.CD?locations=ET>. Overview of World Bank's classification of Middle Income Status available at <https://www.worldbank.org/en/country/mic/overview>

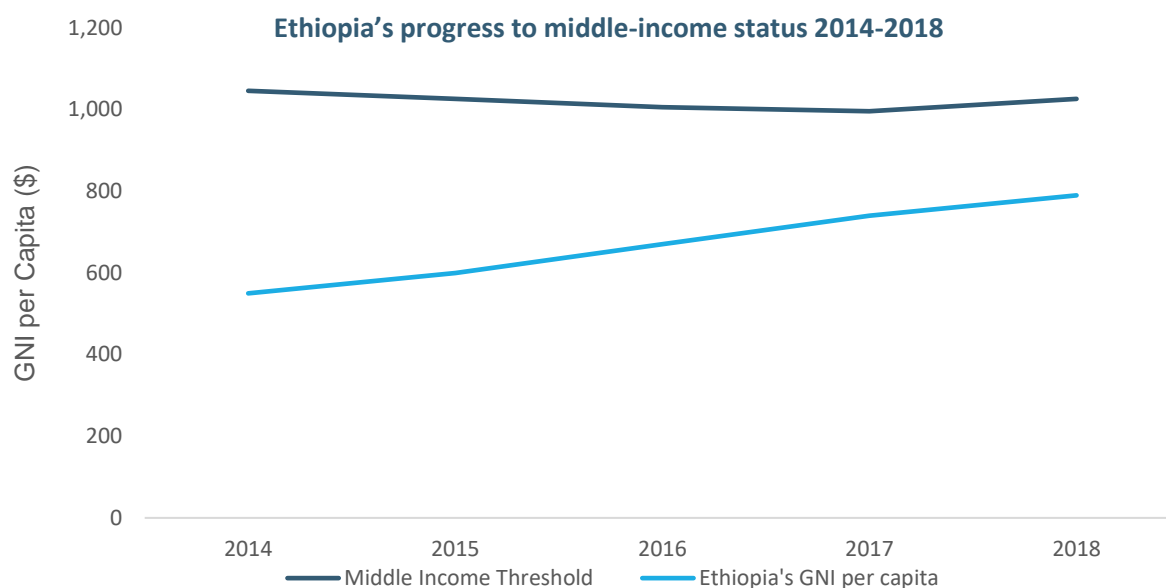


Figure 6: Ethiopia's progress to middle-income status 2014-2018 (World Bank, 2020b)

Ireland has worked in partnership with the Ethiopian Government and development partners (both national and international) since 1994 to implement Ethiopia's national development plans. During the 2014-2019 CSP period, Ireland's development objectives in Ethiopia focused on support to the poorest and most vulnerable people, seeking to provide vital humanitarian assistance, improved resilience and better health and nutrition for women and children.

Development assistance landscape in Ethiopia

Ethiopia is the largest recipient of ODA by volume in Africa (OECD 2020). Numerous development agencies and international NGOs are engaged in development and humanitarian programmes in the country. Ethiopia represents one of the largest portfolios of expenditure and engagement for these agencies and organisations, owing to its size, extent of need, and strategic regional significance. For this reason, the team in the Embassy of Ireland in Addis Ababa is heavily engaged in supporting the multilateral system to maximise its impact and relevance.

In 2018, Ethiopia received €4.53bn in Gross ODA (OECD, 2020), with Net ODA (i.e. excluding debt repayments) totalling €4.38bn. The amount of Net ODA disbursed in Ethiopia in 2018 was the equivalent of 5.9% of Ethiopia's total Gross National Income¹⁰ that year. In per capita terms, Net ODA allocated to Ethiopia in 2018 works out at roughly €40.10 per person¹¹. This is slightly above the average for Sub-Saharan Africa which was €39.55 in 2018 (World Bank, 2018)¹². Figure 7 illustrates between 2008 and 2018, total ODA to Ethiopia as a percentage of its GNI has more than halved. Total net ODA has remained relatively consistent in the same period, albeit with a noticeable increase in 2018. This demonstrates how Ethiopia has experienced substantial economic growth in the last decade, but still faces considerable development challenges.

It is also worth noting that Ethiopia plays a critical role in the Horn of Africa – as a key geopolitical and economic force, one of the largest hosts to refugees and transitory migrants, and a significant contributor to regional peacekeeping and peacebuilding efforts. As DFAT's engagement on the continent grows, the Embassy plays an important role in building Ireland's understanding of political, and peace and security issues across Africa. This includes informing our policy positions at international

¹⁰ Ethiopia's Gross National Income in 2018 was \$83.9bn (€74.6bn) (World Bank, 2020b). Available at <https://data.worldbank.org/indicator/NY.GNP.MKTP.CD?locations=ET>

¹¹ Assuming €4.38 billion Net ODA and a population of 109.22 million (World Bank, 2020a). Available at <https://data.worldbank.org/indicator/SP.POP.TOTL?locations=ET>

¹² Based on (World Bank, 2018) data, converted to Euros based on 2018 EURO/USD conversion rate average of 1.18 as per European Central Bank data (https://www.ecb.europa.eu/stats/policy_and_exchange_rates/euro_reference_exchange_rates/html/eurofxref-graph-usd.en.html)

fora through its engagement with key multilateral organisations headquartered in the region such as the African Union, the Intergovernmental Authority on Development (IGAD) and the UN Economic Commission for Africa.

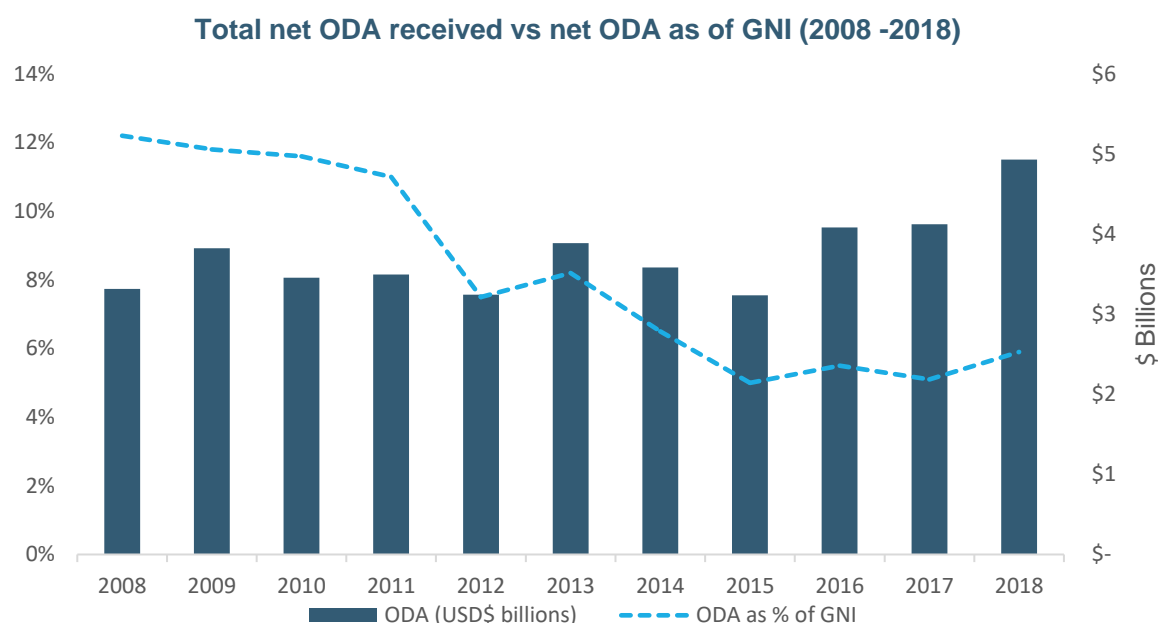


Figure 7: Total net ODA received vs. Net ODA as of GNI (*Development Aid at a Glance Reports and Databases, OECD, 2008-2018*)

Just over one-third (34%) of total ODA to Ethiopia was allocated to humanitarian aid, while just under one-fifth (17%) went to health and population programmes. Figure 8 provides an overview of how ODA has been disbursed in Ethiopia.

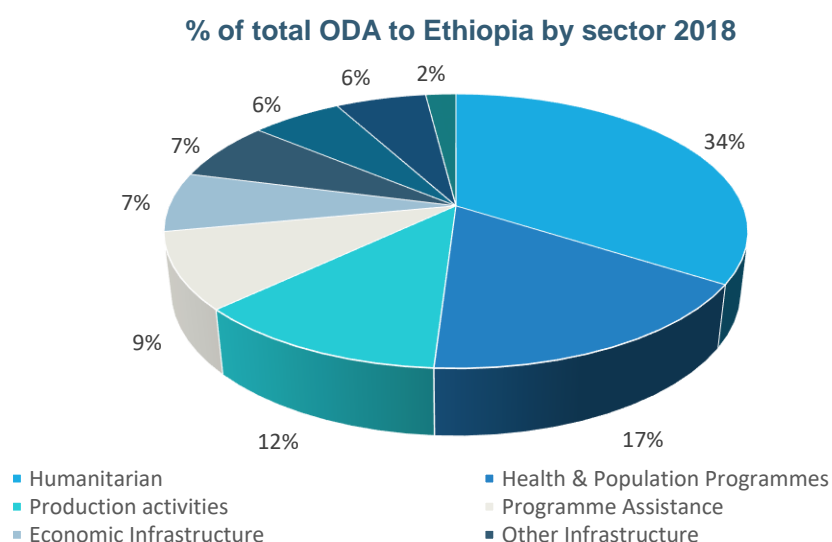


Figure 8: Percentage of total ODA to Ethiopia, by sector in 2018, (OECD, 2020)

The top ten donors in terms of Gross ODA to Ethiopia in 2018 comprise of both individual countries and international development agencies. Figure 9 identifies the top ten donors to Ethiopia in 2018 and includes Ireland for comparison. It is worth noting that Ireland, through its multilateral ODA, supports the World Bank's International Development Association (IDA), the Global Fund and various EU Institutions. In 2018, Ireland provided €209.5m¹³ to EU Institutions and €25.3m¹⁴ to the IDA in un-earmarked funding.

Gross ODA for Ethiopia (2017-2018 average)

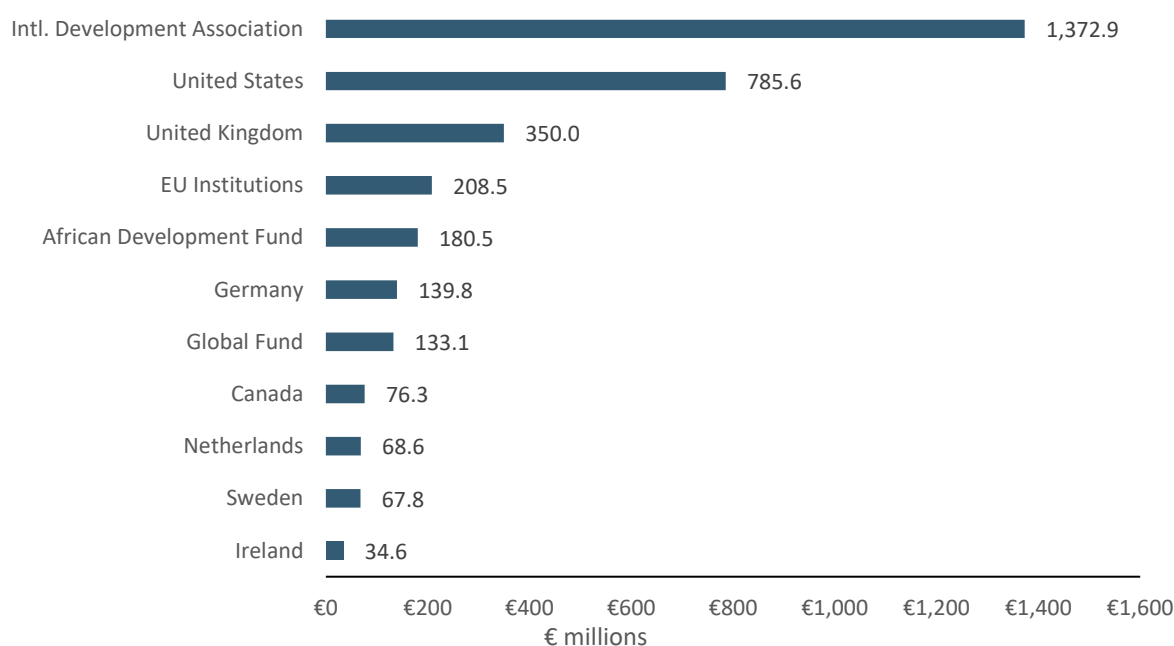


Figure 9: Gross ODA for Ethiopia (2017-2018 average, OECD, 2020)

Collaboration and coordination with development partners

To ensure that Ireland's development programming is as effective and efficient as possible, it seeks to provide additionality through its interventions. In other words, it mobilises resources to deliver development impact that would otherwise not have been achieved (OECD, 2016). Moreover, the 'opportunity cost' of resources utilised for a development project is routinely considered, assessing the highest impact alternative development initiatives for which resources might be used.

Strategic coordination enhances the potential for effective and efficient development programming. This was achieved in the CSP through strategic coordination and collaboration by the Embassy of Ireland with other donors and with the Government of Ethiopia to scale up impact, while also sharing the costs and risks involved in implementing and monitoring such activities. Typically, this is how Ireland engages in multi-donor pooled fund programmes, which has enabled Ireland to participate in projects with a scope and impact beyond that which would otherwise be attained by acting alone. During the CSP period, this provided the opportunity for Ireland to both learn from development partners and to guide and influence the direction such projects take while promoting actions and objectives that align with Ireland's development priorities. Participating in strategic collaborations also provided Ireland with opportunities to learn from other development programmes, and share knowledge and experiences to cultivate a community of practice.

There are a number of examples in section three of how Ireland has collaborated with other donors on programmes that the CSP has contributed to in order to expand the reach and impact of its development programming in Ethiopia. Through collaboration, Ireland was able to deliver a 'multiplier effect' from its

¹³ €152.7m as part of Ireland's share of the EU Development Cooperation Budget and €56.8m allocated via DFAT

¹⁴ The Department of Finance provided €24.39m to the IDA, DFAT provided the other €0.9m.

contributions and utilise its resources in a more efficient and effective manner. In addition, collaboration with other donor partners has provided opportunities for knowledge sharing and for Ireland to use its position to influence broader development initiatives and strategies within and beyond Ethiopia.

The OECD's *Peer Review of Ireland's Development Programme* (2020) recognised the benefits to such an approach. The review noted that "Ireland is widely seen as an excellent partner, providing quality financing and supporting its investments with a presence on key partner bodies, such as boards and donor support groups where Ireland uses its influence to improve effectiveness and coherence" (OECD 2020, pp. 94). As part of the review, the OECD conducted an in-depth assessment of Ireland's development programming in Ethiopia and found that "Ireland is an active and energetic donor, taking a proactive role in political dialogue and donor co-ordination... Ireland is seen as a driver of open, informed dialogue that puts the interests of Ethiopia first. It is also regarded as an honest broker among development partners and with the Ethiopian Government and other stakeholder" (OECD 2020, pp. 117).

As part of its coordination and collaboration efforts, Ireland has consistently been an active participant in the Development Assistance Group (DAG), a platform for development partners in Ethiopia to discuss and coordinate support to the Government of Ethiopia's development plans. Further details on the DAG are available in Annex 2.

Ireland's early development activities in Ethiopia

Ireland's early Ethiopian programmes beginning in 1994 were heavily weighted towards region-based engagement in the Tigray and SNNP¹⁵ regions. Opportunities were identified to provide additionality in terms of humanitarian and development support, as well as foster strong collaborative partnerships with the Regional Governments. To illustrate the importance of these strategic relationships, the SNNP Regional Government has responsibility for over 11 million people (Ethiopian Central Statistical Agency 2017).

Over time, Ireland's development programming evolved to include a more significant engagement at Federal level. However, regional programming has remained a prominent strand of the Irish Aid portfolio in Ethiopia, allowing Ireland to concentrate some resources on specific regions and communities, and generate valuable lessons from the field that inform strategic engagement on policy at the Federal level¹⁶.

Country Strategy Paper for Ethiopia 2014 - 2019

Ireland's 2014 Country Strategy Paper (CSP) set out its strategy for providing bilateral development assistance to Ethiopia. The 2014 CSP had originally been designed for the period 2014 – 2018, but was extended by a year to 2019 to allow for the development and introduction in 2020 of a new Mission Strategy, which outlines Ireland's future engagement with Ethiopia.

The 2014 CSP built upon the successful 2008 – 2013 CSP, which had the stated goal of "reducing the vulnerability of the poorest Ethiopian women, men, girls and boys"). The objectives of the 2008 CSP were arranged under three pillars: Social Services and Accountability; Food Security, Livelihoods and Nutrition; and Communication and Documentation of Development Results. The total programme expenditure for the 2008-2013 CSP, excluding administrative costs, was €174.5 million¹⁷. A table comparing the 2008-2013 CSP with the 2014-2019 CSP can be found in Annex 4.

The design and logic model of the 2014 CSP was guided and informed by findings and recommendations from the various reviews and assessments of the 2008 CSP, including annual reports, a Mid-Term Review in 2010 and an independent, external evaluation in 2012. Over its lifespan, the 2008 CSP refined its priority areas and rationalised its partners and programmes to better reflect

¹⁵ Southern Nations, Nationalities, and Peoples' region

¹⁶ It should be noted that Ireland's engagement in the SNNP region has reduced in the last year with the closing of the local office and no direct replacement being brought in for the regional programme manager.

¹⁷ Based on Irish Annual Reports (2008-2013), in 2019 prices

emerging development challenges in Ethiopia and in response to a reduced ODA budget due to the 2008 post-economic downturn.

The 2012 evaluation of the 2008 CSP found that the programme had been successful and made a strong contribution to improving the lives and welfare of poor people. The evaluation's findings and recommendations included the following:

- There was no need for a major change of direction to the programme. However, some choices needed to be made concerning partners, modalities, and resource allocations. Consequently, it refined some of its partnerships and withdrew from the Protection of Basic Services;
- Analysis of risks was well presented in the CSP and should be continued in the next strategy period. However, there was a need for more regular updates and formal reporting, both internally and to HQ;
- While the CSP's results-based management approach brought benefits and helped inform internal reviews, further work was needed in relation to: development of performance indicators, risk management, assumptions used, and information management for broader lesson learning and communication.

The 2008 CSP was extended by a year to 2013 to allow the design process for the 2014 CSP better integrate the learnings from the 2012 evaluation. It also ensured stronger alignment with EU's Joint Programming initiative for Ethiopia and incorporate Ireland's then most recent international development policy White Paper.

The 2014 CSP was designed with the aim of contributing to the *EU+¹⁸ Strategy on Ethiopia* (2013), Ireland's most-recent policy at the time on International Development, *One World, One Future* (2013), and the Ethiopian Government's own national development strategies.

The stated goal of the 2014 CSP was “to support Ethiopia's growth and poverty reduction plans so that the poor benefit from, and contribute to, equitable economic, social and environmental development”. In order to achieve this, the CSP was designed to contribute to one specific outcome: **“poor, rural, households in Ethiopia would be more resilient to economic, social, and environmental stresses and shocks”**.

To reach the above outcome, the CSP focused on two key objectives:

2014 CSP Objectives

1. Improve the abilities of poor rural households to respond and adapt to the effects of climate change and other shocks;
2. Improve the nutrition and health of poor rural women and children.

By working with poor, rural households, Ireland aimed to ensure that the most vulnerable and marginalised have the opportunity to benefit from and contribute to Ethiopia's sustainable development. Rural poverty, gender inequality, nutrition and health are closely linked (World Bank, 2003). Therefore, Ireland sought to support nutrition interventions targeting poor rural women and children. Work was also undertaken to address maternal mortality rates which in Ethiopia had considerable regional imbalance.

The CSP identified a number of output areas that would be targeted by the CSP's funding, in order to achieve the stated objectives. These are described in detail in the below Programme Logic Model graphic, and are summarised as:

¹⁸ EU Member States, Norway and Switzerland

1. Social Protection and Humanitarian Response;
2. Rural Livelihoods and Climate;
3. Civil Society & Accountability;
4. Nutrition Support; and
5. Maternal Health.

In 2018, two additional output areas were added:

6. 'Regional Integration through the African Union' and;
7. 'Supporting Ethiopian Government Reform Programmes'.

Through the CSP's output areas, Ireland has been able to work towards its core objectives by supporting work to strengthen health systems, developing and expanding social protection systems, protecting civil society spaces, building up the technical capacity of Civil Society Organisations, encouraging good governance practices, and promoting climate-smart agriculture practices.

Between 2014 and 2019, total CSP expenditure excluding administrative costs was €170.8 million¹⁹. This funding was allocated across output areas 1 – 7. This was implemented through a mixture of grants and it was managed and distributed via the Embassy of Ireland to Government, multilateral, and NGO partners. As part of its grant making process, the Embassy acted as both an exclusive grantor to certain projects while contributing to donor consortia pooled-funds in others.

Figure 10 below provides an illustration of the annual levels of CSP-related expenditure for the period 2014-2019. The 2019 increase is due, in part, to additional allocations being made to the two output areas added to the CSP's logic model in 2018.



Figure 10: 2014-2019 Ethiopia CSP expenditure

The 2014 CSP's Programme Logic Model (graphic below) illustrates how the identified outputs support the two key objectives. This reflects the goal of supporting Ethiopia's growth and poverty reduction plans, so that the poor could benefit from, and contribute to, equitable economic, social, and environmental development.

In accordance with Irish Aid guidelines at the time, results and performance assessment frameworks were developed in parallel with the logic model to monitor and evaluate the performance of the CSP.

¹⁹ Based on Embassy's audited accounts (2014 -2018) and 2019 IDC estimates, in 2019 prices

The results framework outlined the relevant baseline statistics for each output area, and identified the risks and critical success factors before outlining the performance indicators and strategies for delivering results in each output area. The performance assessment framework outlined the structure for reporting against the CSP performance indicators, including recommendations on how frequently to report against them and what data sources to use.

While the logic model outlines how the CSP is to achieve its overall goal and the results and performance assessment frameworks will measure its progress, there is scope for using more specific objectives and outcome to better frame both the design and monitoring and evaluation activities of the CSP. *The Irish Government's Public Spending Code* (Department of Public Expenditure and Reform, 2019) states that a clear statement of objectives is “a fundamental platform from which to appraise potential options and... a key input to the process of planning, delivering and reviewing the investment” (pp. 21). The Public Spending Code advises that a project or programme's objectives must be adhere to the SMART principle (be specific, measurable, attributable, realistic and time-bound). For example, the objectives in future logic models should introduce greater specificity: stating by how much and what metric, an improvement will be made; to whom this improvement will benefit; and over what time-period this is expected to take.

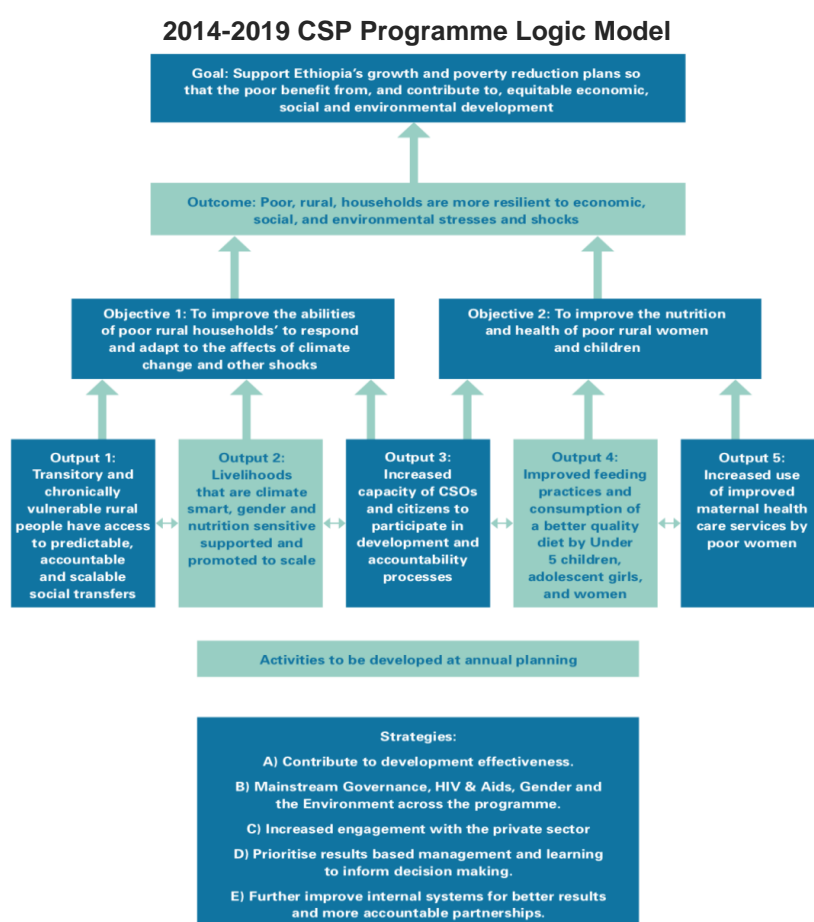


Figure 12: CSP Programme Logic Model

3. Review of CSP expenditure trends and outcomes

MAIN FINDINGS OF SECTION THREE

- Total expenditure related to the 2014-2019 CSP programme, managed and distributed via the Irish Embassy was €170.8 million over the six-year period, averaging approximately €28.5m per annum.
- Ireland's non-CSP bilateral ODA to Ethiopia totalled €31.6m for the period 2014-2019, averaging €5.3m per annum. This funding is mainly derived from HQ-based Civil Society funding schemes, as well as other HQ-led programmes and partnerships.
- Ireland, via the CSP, has supported programmes and projects which have:
 - provided humanitarian assistance and social protection to some of the poorest and most vulnerable people in Ethiopia;
 - improved access to maternal health and nutrition services and resources;
 - promoted and integrate climate-smart agricultural practices;
 - strengthened regional health systems;
 - built up the capacity of civil society organisations;
 - supported Ethiopian Government reform programmes; and
 - promoted good governance practices
- Programmes supported by the CSP show flexibility to adapt and respond in an effective and timely manner to humanitarian shocks and crises. Ireland has also played a significant role in guiding these responses and championing adaptive management within larger programmes.
- Over thirty development partners received Irish funding for CSP-supported activities in Ethiopia. This reflects Ireland's utilisation of different funding channels to support projects and programmes that align with the CSP's objectives. These funding channels include Federal and regional Government, international NGOs, national CSOs and UN Agencies.
- 54% of 2014-2019 CSP expenditure focused on Output Area 1 - Social Protection and Humanitarian Response (€92.9m). The second and third largest allocations were to Output Area 5 - Maternal Health (18% - €31.4m) and Output Area 2 – Rural Livelihoods and Climate (12% - €19.8m), respectively.
- The CSP supported a number of programmes that helped communities and institutions to build their ability to use a coping strategy to deal with shocks. This included support to a consortium of NGOs who promoted the adoption of climate-sensitive practices and technologies to minimize the negative impacts of climate change. These approaches proved effective: during the El Nino drought in 2015/2016, the Consortium's support enabled farmers to cover 8,305 Ha of land and maintain reasonable levels of production.
- The Consortium approach allows Ireland to engage with and support a number of development partners through one partnership channel, concentrating resources and keeping down transaction costs.
- The largest single recipient of CSP funding was the Ethiopian Government's Productive Safety Net Programme (PSNP), which is the largest social protection programme in Africa, reaching approximately 8 million people annually.
- The CSP-supported Ethiopian Humanitarian Fund has proved highly effective in reaching people desperately in need. On average, 98% of people targeted were reached, while 10.7 million people received at least one type of lifesaving humanitarian assistance from the EHF.

Ireland's funding allocation to the CSP

Total expenditure related to the 2014-2019 CSP programme that was managed and distributed via the Irish Embassy, was €170.8 million²⁰ over the six-year period. In addition to funding via the CSP, Ethiopia also receives Irish ODA via HQ-based programming distributed by DFAT's DCAD and indirectly, via contributions to multilateral agencies and institutions.

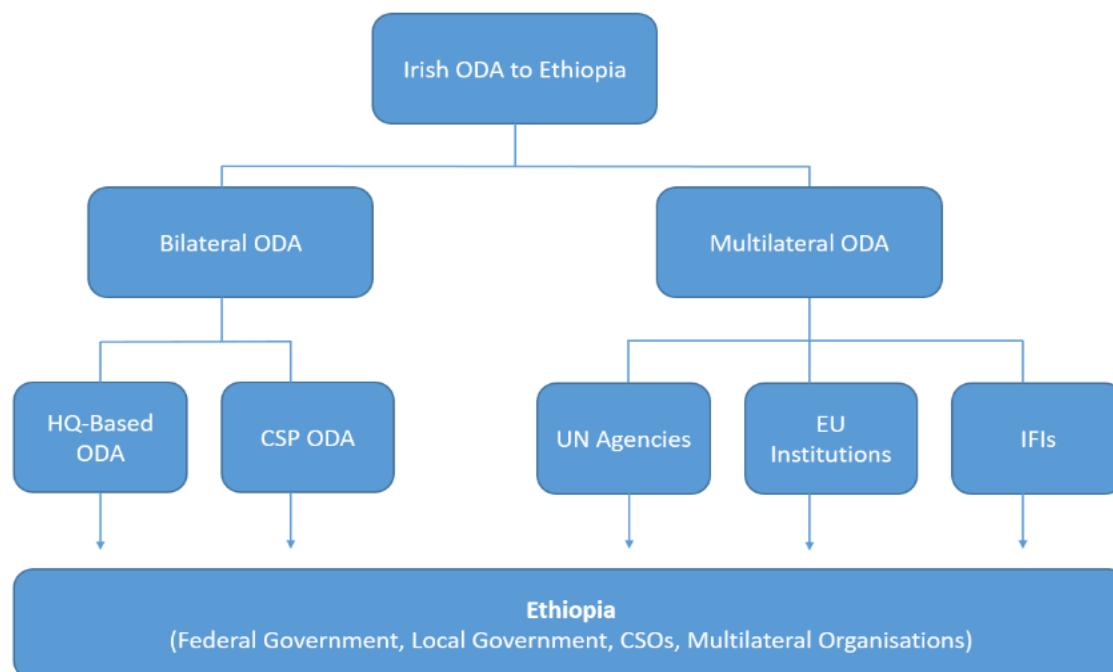


Figure 13: Sources of Ireland's ODA to Ethiopia

The majority of Irish HQ-based ODA to Ethiopia refers to funding provided for emergency humanitarian assistance responses and HQ-based competitive Civil Society funding schemes, as well as other HQ-led programmes and partnerships. In the period 2014-2019, this HQ-based funding to Ethiopia averaged just over €5.26m per annum. During the 2008 – 2013 period, HQ-based funding averaged €8.5m per annum.

Figure 14 provides detail of Ireland's total bilateral ODA to Ethiopia over the past twelve years, excluding administrative costs. This ODA is broken down into: HQ-based expenditure (€85.1m) and expenditure related to the CSP's programmes and projects (€355.9m). CSP-related funding accounted for 78% of Ireland's total bilateral ODA in Ethiopia.

The post-2008 economic downturn affected Ireland's ODA budget and its country programmes. In 2008, CSP-related ODA was €36.4m. The annual average for the next five years was €27.6m. During the 2014 - 2019 period, the annual average increased only slightly to €28.5m.

CSP financial inputs

As noted in Section 1, Ireland's core support to multilateral organisations accounted for 40% of total ODA in the 2014-2018 period: approximately €1.97 billion over a 5-year period (Irish Aid Annual Reports, 2014 – 2018). The vast majority of this funding is un-earmarked: it is not tied to any specific country or sector, which is regarded as ideal donor practice and the most efficient way to maximise the impact for those in need. Providing funding this way allows multilateral partners to act in a responsive and flexible manner, adaptive to local context. Identifying the direct impact of Irish ODA distributed to Ethiopia via multilateral channels, is therefore very difficult to determine.

²⁰ Figure based on Irish Embassy's audited accounts (2014-2018) and internal budget allocation approved by Inter-Departmental Committee (2019).

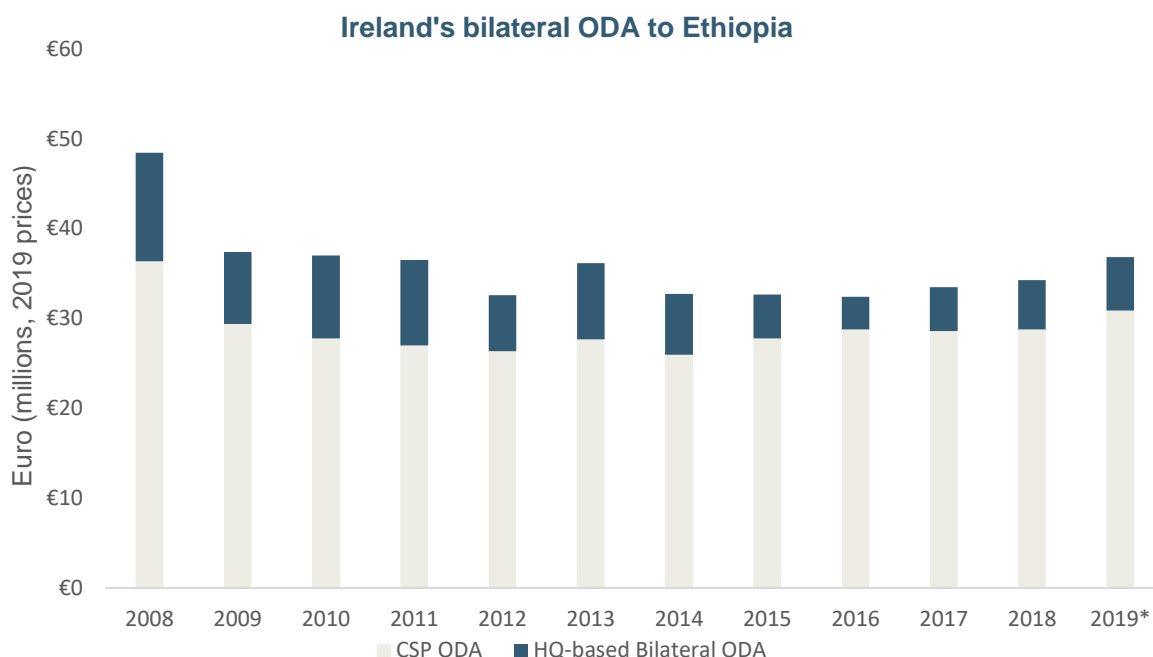


Figure 14: Ireland's total bilateral ODA to Ethiopia 2008-2019 (Irish Aid Annual Reports 2008-2018 and 2019 IDC figures)

This section provides details of the allocation of the 2014-2019 CSP's funding amongst projects, programmes and partnerships, disaggregated by the CSP's targeted output areas. This section also highlights a sample of development and humanitarian outputs and outcomes to which the 2014-2019 CSP has contributed to. In addition to financial inputs, Ireland also provides non-financial support through the CSP; providing technical assistance, policy influencing, and knowledge sharing support.

CSP funding was often un-earmarked and distributed via multi-donor pooled or shared funds. While effectiveness of the collective input from pooled funding is well documented, the directly attributable impact of Irish only support can be difficult to determine as programmes are designed as a collective effort to strengthen multiplier effects. Consequently, reporting on the CSP must sometimes focus on the broader outputs and outcomes of projects and programmes to which Ireland contributes. This is a challenge facing most-like minded donors, particularly those in the Nordic Plus grouping.

The CSP targeted its resources well to the objectives set out in the CSP's logic model. Moreover, during the CSP implementation period, the Embassy of Ireland in Addis Ababa demonstrated how it was able to respond to changes in the humanitarian and development context in Ethiopia. For example, the CSP was able to adjust its programming to deliver funding and provide humanitarian assistance to vulnerable, food insecure people affected by the 2015/2016 El Nino drought. For a more detailed review of budget approval and management processes see Annex 4.

2014 CSP: Financial inputs and outcomes

The total funding for the CSP between 2014 and 2019 was €170.8million. Table 1 shows the allocation of grants by output area, development partner, and programme for the 2014-2019 period. The CSP funds average at approximately €28.5m per annum disbursed amongst various partners and programmes under the designated output areas.

Thirty-one development partners received Irish funding for CSP-supported activities in Ethiopia. This reflects Ireland's utilisation of different funding channels to support projects and programmes that align with the CSP's objectives. These funding channels include Federal and regional Government, international NGOs, national CSOs, and UN Agencies. The majority of expenditure has focused on Output Area 1 - Social Protection and Humanitarian Response (€92.9m) and Output Area 5 - Maternal Health (€31.4m), with the other five output areas receiving less than 30% of CSP funding respectively.

This distribution of funds across the Output Areas was due in part, to the CSP channelling resources through Output Area 1 in response to humanitarian emergencies. However, the main reason for such distribution was that a large proportion of the CSP funding was allocated to large, far-reaching multi-donor programmes that align closely with the CSP's objectives. Specifically, the Productive Safety Net Programme (PSNP), the Ethiopian Humanitarian Fund (EHF), and the SDG Performance Fund.

Overview of CSP's Financial Inputs 2014 – 2019

Output area	Selected Partners	Projects	2014-2018 Grant (€ '000)	2019 Estimated Grant (€ '000)	Total Grant (€ '000)
1. Social Protection and Humanitarian Response	<ul style="list-style-type: none"> • UNHRC • UNOCHA • WFP • Ministry of Agriculture & Natural Resources • Intl. Development Association 	PSNP	78,243	14,670	92,913
		Ethiopian Humanitarian Fund.			
		Protecting refugees and forcibly displaced communities			
2. Rural Livelihoods and Climate	<ul style="list-style-type: none"> • Agricultural Transformation Agency • Consortium of NGOS • Tigray Farm Africa • GIZ • SNPPR and Tigray Regional Agri Research Institutes • Tigray Bureau of Ag. and Rural Development 	Targeted supplementary feeding programmes			
		Community-based seed production	17,386	2,410	19,796
		Improving livelihoods and climate resilience through adaptive research			
3. Civil Society & Accountability	<ul style="list-style-type: none"> • Ethiopian Centre for Disability & Development • Ethiopian Human Rights Commission • International Development Association-World Bank • UN Women • DFID Ethiopia • British Council 	Support for climate smart rural livelihoods and fuel-efficient cook stoves			
		Integrated Livelihood Improvement project (ILP)			
		Disability Mainstreaming Partnership Programme	8,961	3,400	12,361
4. Nutrition Support	<ul style="list-style-type: none"> • Federal Ministry for Health • International Potato Centre • Micronutrient Initiative • Save the Children Fund • UNICEF • National Nutrition Programme • Central Statistical Agency of Ethiopia • Alive and Thrive 	Advancing Access to Justice through Legal Aid			
		Strengthening the use of social accountability tools, and approaches.			
		Civil Society Support Programme			
5. Maternal Health	<ul style="list-style-type: none"> • Federal Ministry of Health • Tigray regional Health Bureau • SNNPR Health Bureau • CHAI on Health Insurance 	Support to the National Nutrition Programme	10,266	1,000	11,266
		Strengthening Institutional Systems for Scaling out and Scaling-up OFSP			
		Scaling up Nutrition			
	<ul style="list-style-type: none"> • Federal Ministry of Health • Tigray regional Health Bureau • SNNPR Health Bureau • CHAI on Health Insurance 	Improved Nutrition through Integrated Nutrition, Education and Social Cash Transfer.			
		Nutrition Data Collection, Improving Nutrition in the first 1000 days			
		Sustainable Development Goals Performance Fund	24,526	6,900	31,426
	<ul style="list-style-type: none"> • Federal Ministry of Health • Tigray regional Health Bureau • SNNPR Health Bureau • CHAI on Health Insurance 	Strengthening the Health Systems of Tigray & SNNPR			
		Piloting innovative solutions in Community Based Health Insurance (CBHI)			

Overview of CSP's Financial Inputs 2014 – 2019 (Contd.)

6 Regional Integration	<ul style="list-style-type: none"> Inter-Governmental Authority on Development African Union 	505	950	1,455
7 Ethiopia Political Social, and Economic Reform support		-	1,550	1,550
TOTAL		139,886	30,880	170,766

Table 1: CSP Expenditure (excl. Admin costs) 2014 – 2019

CSP outputs

Figure 15 illustrates the change in CSP expenditure flows, disaggregated under the targeted Output Areas. Between 2014 and 2016, total CSP-specific ODA per annum rose by just under €3m, from €25.9m to €28.8m. Following this increase, total CSP expenditure remained steady in 2017 and 2018 at €28.6m and €28.8m, respectively. Based on IDC estimates and annual reports, CSP expenditure in 2019 is €30.9m, with funding being apportioned for the first time to Output Area 7 – Supporting Ethiopian Government Reform Programmes.

CSP expenditure by output area 2014 - 2018

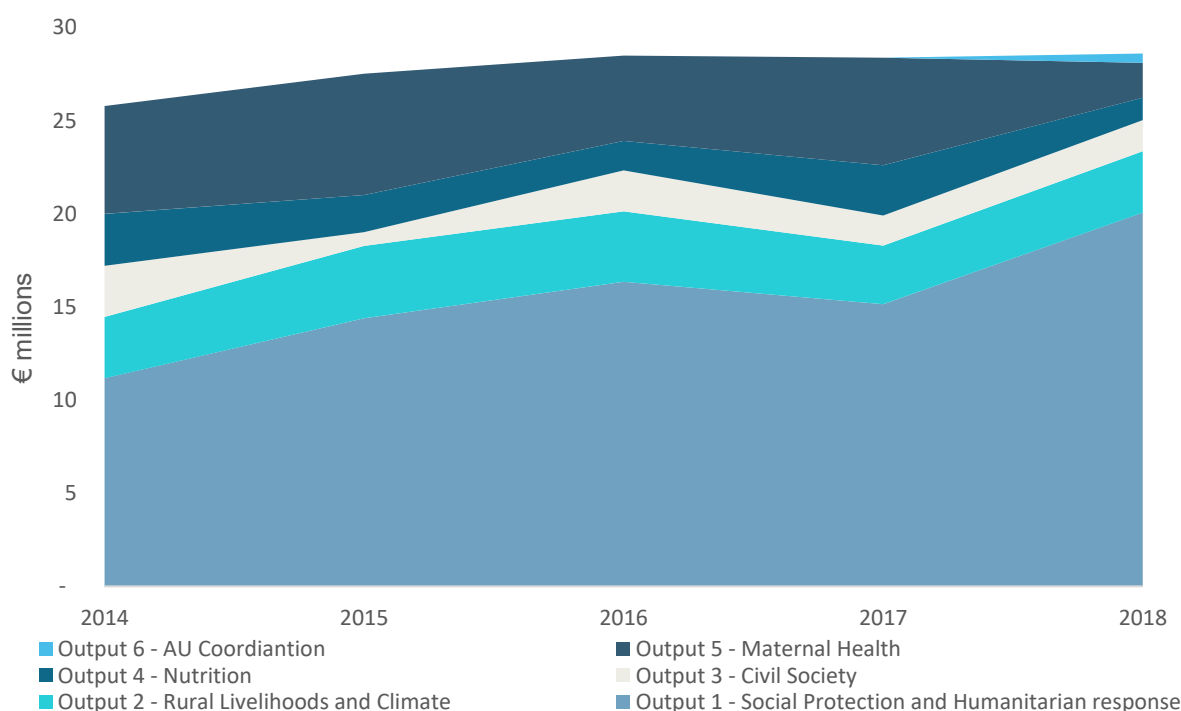


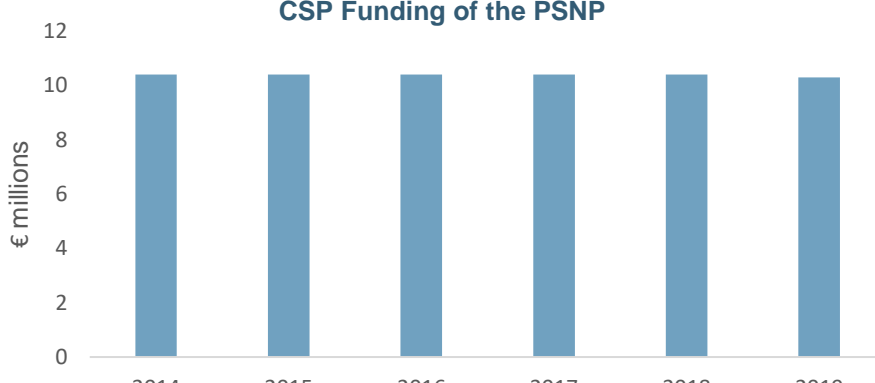
Figure 15: CSP expenditure by output area 2014-2018 (Embassy of Ireland, Addis Ababa, Audited Accounts 2014-2018)

Output Area 1 – ‘Social Protection and Humanitarian Response’ received over half (54%) of all CSP funding, averaging €15.4m per annum. The majority of Output Area 1 funding is captured by the €10.4m per annum allocated to the Productive Safety Net Programme (PSNP), the largest single allocation of grant funding in the CSP. Output Area 5 – ‘Maternal Health’, received the second largest allocation totalling €24.5m for the 2014-2018 period. However, there is more variance within this Output Area, moving from a peak of €6.5m in 2015 to €1.9m in 2018, when funds to the SDG Performance Fund were deferred. The third largest allocation of funds was to Output 2 – ‘Rural Livelihoods and Climate’, averaging €3.5m per annum.

The 2014 CSP provided an average of €28.5million per annum in grants to programmes and projects that supported a range of humanitarian and development interventions aligned with the CSP's logic model. These funds were distributed across Government (Federal and regional), NGO and multilateral channels. The recipient programmes were subject to reporting systems, third-party audit, and monitoring and evaluation processes. The general approach to this would be the Embassy of Ireland and other donors overseeing the reporting systems, which were managed by the implementing partner. Third-parties would be utilised to undertake auditing and monitoring and evaluation activities.

In this section, four CSP-funded programmes are summarised: the Productive Safety Net Programme; the Ethiopian Humanitarian Fund; the Consortium of NGOS and the SDG Performance Fund. These four programmes comprised approximately 69% of total CSP expenditure, and provide an overview of the types of programmes that the CSP supported. In addition to this analysis, a brief summary of some other programmes that have received support via the CSP is provided in Annex 5.

Productive Safety Net Programme (PSNP) – Output Area 1

Programme	Productive Safety Net Programme (PSNP)														
Objective	Build national social protection safety net system that can be scaled up rapidly in years of additional humanitarian need and enhance its ability to respond to shocks; deliver timely cash and food transfers; build community assets; and link beneficiaries to nutrition services and livelihood opportunities.														
Partner	Ministry of Agriculture and Natural Resources														
Total financial inputs (2014 – 2019)	<p>Total: €62.3m</p> <p>CSP Funding of the PSNP</p>  <table border="1"> <caption>CSP Funding of the PSNP (€ millions)</caption> <thead> <tr> <th>Year</th> <th>Funding (€ millions)</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>10.4</td> </tr> <tr> <td>2015</td> <td>10.4</td> </tr> <tr> <td>2016</td> <td>10.4</td> </tr> <tr> <td>2017</td> <td>10.4</td> </tr> <tr> <td>2018</td> <td>10.4</td> </tr> <tr> <td>2019</td> <td>10.4</td> </tr> </tbody> </table>	Year	Funding (€ millions)	2014	10.4	2015	10.4	2016	10.4	2017	10.4	2018	10.4	2019	10.4
Year	Funding (€ millions)														
2014	10.4														
2015	10.4														
2016	10.4														
2017	10.4														
2018	10.4														
2019	10.4														

Summary of notable outputs²¹

- 7.9 million recipients annually, of whom 51% are women.
- Average number of months households face food insecurity reduced from 3.2 to 1.83.
- 13.4% increase in the average value of household assets.
- 84% of recipients receiving nutrition advice services (from a baseline of 40%).
- Contributing 1.5% of Ethiopia's commitment to emissions reduction under the UN's Framework Convention on Climate Change Paris Agreement.
- 82% of PSNP households reported reductions in soil erosion.
- Quick and effective response to the 2015 / 2016 El Nino, providing cash transfers to c.600,000 people.
- 62% of households reported their livelihoods had benefited from public work-created assets.
- 69% of households were able to save regularly.
- 44.4% of households reported they can provide adequate meals for 12 months of the year.
- Overall dietary diversity for households improved slightly from 4.2 food groups to 4.3.
- 85% of people seeking contingency resources received them within 60 days of need being identified.

Overview

In 2005, the Ethiopian Government in collaboration with Ireland, UK, US, Netherlands, Canada, Sweden, Denmark, the World Bank, WFP and UNICEF, launched the PSNP. Initially the PSNP reached 5 million people living in the most chronically food-insecure districts (*woredas*) across Ethiopia. The PSNP has since expanded to almost 8 million recipients across 350 *woredas* in six regions of Ethiopia²², making it the second largest social protection programme in Africa. The PSNP forms a central element of Ethiopia's poverty reduction and resilience building strategies. The Ethiopian Government implements the PSNP with support from a multi-donor pooled fund and a donor-coordination team, both housed in the World Bank.

The PSNP operates by providing cash and/or food payments in exchange for participation in public works that build local infrastructure or protect the local environment. Those with limited or no labour capacity, such as the elderly and disabled headed households receive unconditional payments. Eligible households with pregnant or breastfeeding women or infant children receive temporary direct support. Recipients are expected to attend nutrition information sessions and participate in antenatal, post-natal and child-focused health services. The PSNP also undertakes activities to promote household savings, and technical and business skills training.

The PSNP also operates a Climate Smart Initiative, involving number of clusters of activities that can support communities in the planning and implementation of public works. These clusters of activities include soil and flood protection, water supply development, improved rangeland planning, community tree planting and increasing the climate resilience of all public works activities.

Ireland's participation in PSNP

Ireland is the seventh largest contributor to the most recent phase of the PSNP: Phase IV (July 2015 – June 2020). This contribution represents roughly one-third of all CSP-related expenditure and approximately 2-3% of the Phase IV's total budget (c. \$2.6bn). The vast majority of Irish funds are utilised for direct cash transfers with 5% used to cover food transfers. For illustrative purposes, assuming a fully proportionate distribution of funds in the PSNP, Ireland's contribution supports between 160,000 and 240,000 Ethiopians annually who are facing severe levels of rural poverty and food

²¹ International Development Agency, World Bank (2020). Available at <https://projects.worldbank.org/en/projects-operations/project-detail/P163438?lang=en#>

²² Afar, Amhara, Oromia, Somali, Southern Nations, Nationalities, and Peoples' Region, and Tigray

insecurity. These supports equate to transfers of between €65 and €44 per capita per annum or €1.25 and 84 cents per week to provide a critical safety net for the poorest individuals.

Ireland participates in fortnightly Donor Working Group meetings, as well as technical sub-groups to oversee the administration and implementation. Ireland also participates in semi-annual Joint Review and Implementation Support (JRIS) visits, which includes meeting with senior Ethiopian Government officials.

Given Ireland's input into the creation and ongoing operation of the PSNP and the Programme's close alignment with Ireland's development priorities in Ethiopia, there is a strong rationale for continued support to the PSNP. Furthermore, with the intention to develop further the scalability of the social safety net and the number of IDPs displaced by ongoing conflict and climate crises, the PSNP is coherent with the development- humanitarian-peace nexus, a focal area of work for DFAT.

Ireland's engagement allows it to undertake policy dialogue with the Ethiopian Government and development partners that can shape and influence how the PSNP operates. For example, Ireland chaired the PSNP in 2015 and again in 2018, and succeeded in adding Ireland's key donor priority of nutrition in the Programme's results framework.

Effectiveness & Efficiency

Ethiopia's flagship social protection programme, demonstrates Ireland's commitment to reaching the most vulnerable. Both internal and external reviews of the PSNP have recognised it as an essential driver in reducing poverty and food insecurity in Ethiopia. The 2014 World Bank Ethiopia Poverty Assessment noted that the direct impact of PSNP transfers reduced the national poverty headcount rate by 1.6 percentage points in 2010/11, lifting more than 1.4 million people above the poverty line (World Bank, 2015).

Of the PSNP's 8 million recipients, 85% engage in public works, while the remaining 15% receive direct support. 51% of all PSNP recipients are women (World Bank, 2020d). The PSNP places a strong emphasis on gender equality, including specific measures to support women and implement a Gender Action Plan. PSNP has also contributed towards greater inclusion of women in community affairs through the representation of women in both community and local Government decision-making and oversight bodies involved with PSNP planning and implementation.

The PSNP's support to public works has had a positive impact across rural communities. Soil and water conservation activities are improving flood control and drought mitigation; better road networks are improving connectivity, access (to markets, health and education resources, etc.) and security; and better water supply is supporting health conditions and agricultural production. Apart from improving food security, PSNP transfers also increase household spending on healthcare and household goods.

It is important to recognise that the PSNP does not simply provide cash and food transfers. It also provides additional development benefits through public works and health and nutrition services, as well as stimulating the local micro-economy. The costs associated with the transfers support growth in communal assets, improved land, water management and sanitation systems and increased access to health and nutrition resources. The PSNP utilises its resources and delivery channels to provide both immediate and longer-term support to poor, rural households. It has demonstrated that it can deliver much needed assistance to a large number of people, as well as supporting their transition out of extreme poverty through building up communal assets, strengthened resilience, and improving access to nutrition and health resources.

Responsiveness & Flexibility

This intervention was recognised as integral to Ethiopia avoiding a famine crisis. For example, the PSNP has displayed a responsiveness and flexibility to address humanitarian shocks such as the 2015/2016 droughts. In response to these 'El Nino' droughts, some of the worst Ethiopia has faced in

the last 50 years, the PSNP, through its federal contingency budget, provided cash transfers to an additional 600,000 people in need of urgent relief and food²³.

Reporting & Monitoring Systems

The PSNP has a comprehensive allocation and reporting system that ensures the provision of funds in a timely manner to those most at need, while also ensuring that any blockages or issues of underperformance are swiftly identified and addressed. The PSNP has in place a two-stage selection process that assesses households' eligibility for receiving transfers. The mechanisms within the PSNP to monitor progress and track results include fortnightly updates on transfers; bi-annual JISMs attended by donors and Government of Ethiopia officials; Rapid Response Missions to assist with implementation; mid and end-Phase evaluations; annual reviews; and Public Work Impact Assessments. A 2016 World Bank expenditure review found that the PSNP was cost-effective in terms of administrative efficiency with administrative costs for transferring \$1USD amounting to 15 cents.

Financial reports are provided on quarterly, semi-annual and annual (audited) basis, while procurement audits also undertaken, using the World Bank's procedures and monitoring and approval system. Furthermore, independent parties regularly undertake surveys, impact evaluations and reviews.

Ethiopian Humanitarian Fund (EHF) – Output Area 1

Programme	Ethiopian Humanitarian Fund (EHF)														
Objective	Respond to disasters triggered by natural hazards, such as droughts, floods and outbreaks of diseases, as well as conflict-related crises. The EHF aims to support the timely disbursement of funds to the most critical humanitarian needs in the context of both the annual Humanitarian Requirements Document (HRD) and emerging unforeseen emergency needs.														
Partner	UNOCHA (United Nations Office for the Coordination of Humanitarian Affairs)														
Total financial inputs (2014 – 2019)	<p>Total: €20.9m</p> <p>CSP funding of the EHF</p> <table border="1"> <caption>CSP funding of the EHF (€ millions)</caption> <thead> <tr> <th>Year</th> <th>Funding (€ millions)</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>0.5</td> </tr> <tr> <td>2015</td> <td>4.0</td> </tr> <tr> <td>2016</td> <td>2.0</td> </tr> <tr> <td>2017</td> <td>3.5</td> </tr> <tr> <td>2018</td> <td>8.0</td> </tr> <tr> <td>2019</td> <td>3.5</td> </tr> </tbody> </table>	Year	Funding (€ millions)	2014	0.5	2015	4.0	2016	2.0	2017	3.5	2018	8.0	2019	3.5
Year	Funding (€ millions)														
2014	0.5														
2015	4.0														
2016	2.0														
2017	3.5														
2018	8.0														
2019	3.5														
Summary of notable outputs ²⁴	<ul style="list-style-type: none"> – 10.7 million people received at least one type of lifesaving humanitarian assistance from the EHF. – On average, 98% of people targeted were reached. – 1.2m livestock received treatment. – 659,044 people were provided with sustainable access to safe water supply. 														

²³ Ethiopia CSP (2014-2018: Mid-Term Review Report, Department of Foreign Affairs and Trade, 2016

²⁴ Ethiopia Humanitarian Fund Annual Report. UNOCHA. 2019

- 57,268 Pregnant and lactating women received supplementary food.
- 22,955 infants with Moderate Acute Malnutrition were admitted into Targeted Supplementary Feeding Programme.
- 55,617 households received hygiene kits.
- 188,705 households benefited from the provision of seeds.
- 104,514 Emergency Shelter/Non-Food Items kits were distributed.
- 10,562 children under 5 were treated with lifesaving medicine.
- 91,939 children vaccinated against preventable diseases.
- 21 Mobile health and nutrition teams were deployed.
- 41 community-based committees working on Sexual and Gender-Based Violence prevention and response.

Overview

The EHF is a UN-managed pooled fund that supports the timely disbursement of resources to meet the most critical humanitarian needs in Ethiopia. The fund receives un-earmarked donor contributions and allocates funds to a broad range of partners, including UN organisations and national and international NGOs. Since its inception in 2006, the EHF has mobilized US\$633 million and allocated \$623 million to 1,065 projects in Ethiopia through 62 partners (UNOCHA, 2020).

The EHF seeks to mitigate the worst effects of complex humanitarian crises by providing support across a number of essential sectors including: WASH (water, sanitation and hygiene), emergency shelter and non-food items (ES/NFI), health, nutrition, social protection, education, and agriculture. In 2018, 10.7 million people received at least one type of lifesaving humanitarian assistance from the EHF (EHF Annual Report 2018). In 2019, the EHF provided life-saving assistance to approximately 7.9 million people (EHF annual Report 2019).

Ethiopia faces a number of complex humanitarian crises including conflict-induced displacement, disease outbreaks, droughts and floods. Moreover, the country is experiencing a devastating locust infestation which is affecting food security. The COVID-19 pandemic has the potential to greatly disrupt and damage Ethiopia's health systems, economy and vulnerable populations and exacerbate inequalities.

Ireland's participation in the EHF

Ireland's CSP funding to humanitarian assistance projects via the EHF was developed in response to the drought conditions Ethiopia faced between 2015 and 2017. These droughts severely affected Ethiopia's rural poor, affecting their food security and agricultural production capacity, as well as increasing the number of internally displaced people (IDP)²⁵.

Ireland's contribution to the EHF accounts for 12.4% of total CSP expenditure and 6.5% of total contributions from all donors to the EHF, comprising \$22.7m out of \$351m in total donor contributions (UNOCHA 2020). In recognition of the effectiveness of the EHF, Ireland increased its annual contribution from €0.5m in 2014 to an average of €3.1m between 2015 and 2019. This excludes a substantial increase in funding in 2018 (to €7.9m), as part of Ireland's response to a number of humanitarian emergencies including a third consecutive year of drought and an increased number of IDPs due to conflict in the Oromia and Somali border regions.

²⁵ In 2020, Ethiopia is home to an estimated 3.19 million internally displaced people (IDPs) and 735,000 refugees (Ethiopia National Displacement Report, July – August 2019, International Organisation for Migration, 2019).

The Irish Embassy reviews and appraises the EHF's reports and results' updates through engagement with the Pooled Fund Manager and EHF country team. It was also a member of the EHF Advisory Board for three year-long tenures during the CSP, joining other stakeholders to provide close oversight of the fund's activities and contributing to decision making regarding its allocations. The Embassy also participates in regular field monitoring visits to further build up institutional knowledge of the complex environment and challenges in delivering high quality humanitarian assistance to vulnerable people. The Embassy has been invited to participate on the EHF's Advisory Board for 2020.

Effectiveness & Efficiency

The Annual Report of the EHF in 2018 provides a number of encouraging results in terms of both effectiveness and efficiency. It found that the fund supported responses to numerous emergencies differing in scale, magnitude, nature and location, reaching close to 10.7million people. Moreover, the report found that, through the systems used to find and support those most in need, 98% of the people targeted by the Fund were reached and 100% of projects funded were strategically aligned with the priorities of the HRP (EHF, 2018).

A number of outputs under each of the Fund's sector-specific clusters are also highlighted in the 2018 Review, demonstrating how the EHF's funds are utilised to provide support in the areas of Agriculture, Education, Emergency Shelter/Non Food Items, Health, Nutrition, Protection and Water, Sanitation and Hygiene. A number of these outputs are identified in the table above.

The UN Humanitarian Coordinator in Ethiopia, supported by the UNOCHA, manages the disbursement of the EHF's funds. The disbursement is within the context of the joint Government of Ethiopia and humanitarian partners' assessment, articulated in the Humanitarian Response Plan (HRP), and emerging unforeseen emergency needs.

Responsiveness & Flexibility

While the EHF undertakes assessments to anticipate the humanitarian demands it will address, it also seeks to remain flexible enough to respond to unexpected or emerging events that require its support. In terms of cost-effectiveness, the EHF's operation costs amount to 1% of the total value of contributions to the Fund (EHF, 2018).

Through its allocation process and ability to respond quickly to emerging crises, the EHF has sought to be effective in reaching those most in need, while also ensuring it has flexibility to respond in a timely manner to new crises. This is supported through the EHF's funding modalities: Standard Allocation and Reserve Allocation. At the Humanitarian Coordinator's discretion and in accordance with the HRP process, the EHF issues a Standard Allocation for collectively identified strategic needs. The Reserve Allocation is open for proposals throughout the year, responding to humanitarian needs identified in the HRP and other emerging humanitarian needs. In 2018, 46% of EHF funds were disbursed via the Standard Allocation and 54% through the Reserve Allocation.

Reporting & Monitoring Systems

The EHF adheres to a number of processes and structures to ensure transparency, efficiency and effectiveness. This includes appraisal of allocations and recipient organisations, grant management, risk management, audit procedures, ensuring inclusive and transparent governance structures, and monitoring and evaluation standards. The EHF also incorporates mechanisms to ensure cross-cutting issues such as gender equality and people with disabilities are included in all elements of their implementation strategy.

Consortium of NGOs – Output Area 2

Programme	Improving smallholder livelihoods and resilience in the SNNP and Oromia regions through climate smart agriculture economic development														
Objective	<p>Promote climate smart agricultural policy, approaches and practice in agricultural economic development in the SNNP and Oromia regions.</p> <p>Improve food and nutrition security and strengthen livelihood sustainability and outcomes for 44,545 target Households in 13 woredas of the SNNPR and 2 woredas of Oromia regional state.</p>														
Partner	Consortium of NGOs members: SOS Sahel Ethiopia, Farm Africa, Self Help Africa, Vita.														
Total financial inputs (2014 – 2019)	<p>Total: €7.0m</p> <table border="1"> <caption>CSP funding of the consortium (€ millions)</caption> <thead> <tr> <th>Year</th> <th>Funding (€ millions)</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>0.95</td> </tr> <tr> <td>2015</td> <td>1.60</td> </tr> <tr> <td>2016</td> <td>1.30</td> </tr> <tr> <td>2017</td> <td>1.30</td> </tr> <tr> <td>2018</td> <td>1.10</td> </tr> <tr> <td>2019</td> <td>0.75</td> </tr> </tbody> </table>	Year	Funding (€ millions)	2014	0.95	2015	1.60	2016	1.30	2017	1.30	2018	1.10	2019	0.75
Year	Funding (€ millions)														
2014	0.95														
2015	1.60														
2016	1.30														
2017	1.30														
2018	1.10														
2019	0.75														
Summary of notable outputs ²⁶	<ul style="list-style-type: none"> – 31,488 producers (45% women) adopted Climate Smart Agricultural (CSA) practices. – 7,074 fuel saving stoves in use. – 4,215 (38% F) producers were trained in vegetable production. – 346 (61% F) were trained in watershed development. – 7,397 (39%F) were trained in CSA, CA, Integrated Pest and Disease Management (IPDM) and other improved agricultural practices. – 10 agricultural workers were trained in plant diagnosis. – 1,598 (93% women) people were trained in family nutrition. – Mango wastage was reduced from 50% to 25%. – 3,220 producers (27% women) with 1,794Ha selling seed to 34 primary cooperatives. – 10,931 quintals (100kg units) of seed multiplied and supplied to the Edget and Gamo Gofa seed unions. – 907 maize producers were registered for crop insurance. – 480 members of school environmental clubs and 270 fishermen trained. – 121 garbage bins and 329 square metre filtering racks installed in Hawassa city. – Establishment of the Association of Friends of Lake Hawassa (AFLAH) and the Lake Hawassa Watershed Development and Protection Committee (LHWDPC). 														

²⁶ Consortium of NGOs Progress Report 2018

Impact indicator ²⁷	Baseline	Target 2017	Achievements and notes
Proportion of households moved out of poverty	75.7%	77.7%	Data to be completed, however, information received so far from the KIIs and FGDs indicate a strong contribution to poverty alleviation.
Increased proportion of food secure households	70%	77%	Comparative data between the baseline and the HH Survey is to be completed, but between 11.2% and 20.2% experienced a food gap between April and August 2017, which indicates an improvement.
Reduce proportion of HHs with poor food consumption	33.7%	27%	Between 3.9% and 22.6% of HHs across the clusters had a lowest DDI of less than 5% ²⁸
Reduce proportion of HHs with lowest dietary diversity	32.1%	25%	

Overview

A significant proportion of Output 2-related expenditure is allocated to a consortium of four NGOs (SoS Sahel Ethiopia, Self Help Africa, VITA and Farm Africa) focusing on improving livelihoods and climate resilience through adaptive research. The Embassy is the sole donor to this project. The Consortium's work is based in SNNPR and their programmes are well aligned with the Ethiopian Government national development plans, including the Growth and Transformation Plan II (productivity) and the Climate Resilient Green Economy initiative (climate-smart agriculture). The Consortium works with the Government at all levels to ensure sustainability and coherence, while also adhering to the Government's appraisal, monitoring and evaluation processes.

The Consortium works in 15 drought-prone *woredas* of SNNPR, with projects that primarily centre on climate-smart and conservation-focused interventions.

Ireland's engagement

The CSP has supported various projects through the Consortium that have sought to improve the livelihoods of rural household's and strengthen their resilience to climate shocks through the introduction of climate-smart interventions. Irish support to the Consortium's work has also provided opportunities for the Embassy engage with regional Government actors on policies that will benefit poor, rural households. For example, the Embassy was able to engage with regional Government and Farm Africa on a project with ginger farmers. Ginger was previously produced by rain feed and was prone to bacterial infection ("bacterial wilt") due to receiving too much rainwater. Bacterial wilt is a widespread issue in Ethiopia and as a result of an outbreak, the Ethiopian Government had banned the production of ginger in the region (Merga Jibat, Habtamu Terefe & Eshetu Derso, 2018). With irrigation provided by Farm Africa, farmers could limit water received and also grow ginger outside of the rainy season, at less risk to bacterial wilt. 300 farmers involved in this innovative project were able to share their experience of using this system and influenced the regional Government to scale up this model.

Effectiveness & Efficiency

The adoption of Climate Sensitive Approaches practices and technologies farmers has been pursued as a strategy to minimise the negative impacts of climate change. An example of the effectiveness of this approach was seen during the El Nino drought in 2015/2016, where Consortium support enabled the farmers to cover 8,305 Ha of land and maintain reasonable levels of production (Consortium Annual Report, 2017, pp. 23). This is an example of 'absorptive capacity building' where recipients use a coping strategy to deal with shocks.

²⁷ Consortium of NGOs Progress Report 2018

²⁸ ISLR-CSA, 2018. *Statistical Outputs of the End Line Survey in SNNPR and Oromia*, Table 98.

Qualitative evidence from Consortium programme officers and the end of project evaluation suggests that recipients of the Consortium's projects fared better during the drought than non-recipients. This was verified by the Lake Hawassa Longitudinal Study conducted (IIED). The main messages from the study were:

- Crop, livestock and total income was higher than might have otherwise been expected;
- Treatment households have marginally higher mean crop production compared to counterfactual households in 2016, with the sustainable intensification and conservation agriculture interventions performing best;
- Consumption of on-farm produce is broadly positive for treatment households, with a decrease in performance last year when compared to control households now reversed;
- Findings on assets are mixed with appreciations not clearly linked to specific interventions;
- Underperformance of income within treatment households in 2015 was reversed in 2016.

Vita's mango value-chain project that operated in five *woredas* was also found to be effective. This project sought to add value for mango farmers along the supply chain and targeted PSNP beneficiaries. It has led to the creation of 13 mango markets and in collaboration with Government Agriculture Offices, over 3,000 farmers have been trained on Mango Integrated Pest and Disease Management (IPDM) and waste management. 1,235 mango farmers replanted their mango trees using grafting techniques the project brought to the farmers (Consortium Annual Report, 2017, pp. 39-45) The new trees are adapted to local environment and are easier to harvest than the previous breeds. The seed multiplication has benefitted 25,000 households and helped build their assets.

Gender targeting is apparent in the Consortium's programming, with one of the programme's key outputs focusing on gender and nutrition sensitive sources of livelihood. From this output, actions have been taken to support 135 women farmers to be early adopters of improved technologies and practices, and who were selected to become poultry suppliers (Consortium Annual Report, 2017, pp. 5).

Monitoring and Evaluation

Outcome 6 of this project relates directly to improved learning and knowledge sharing on CSA practices and approaches to scale. The consortium produced three supporting documents throughout the project to add to the evidence base:

- a) Ecosystem Based Adaptation; a sustainable option for rural livelihood improvement in the face of climate change.
- b) Enhancing Smallholders Adaptive Capacity to Climate Change through Rural Saving and Credit Cooperatives (RUSACCOs) and Village Saving and Loan Associations (VSLAs)
- c) Conservation Agriculture; practices and lessons²⁹.

Evidence of improved learning and knowledge was established at outcome level. Throughout the project, there was considerable sharing and learning about the practices promoted by each consortium member between partners. The joined-up approach of four independent NGOs working together has been an important mechanism for this. In order to ensure accountability for the grants provided by Irish Aid, the consortium produced an annual report every year of the project and also conduct an end of project evaluation.

²⁹ ISLR – CSA, 2017. *Fourth Year Biannual Progress Report*: 51

SDG Performance Fund – Output Area 5

Programme	SDG PF														
Objective	Provides grants to priority areas that are underfunded in the Ethiopian Health Sector Transformation Plan														
Partner	Federal Ministry of Health														
Total financial inputs (2014 – 2019)	<p>€27.32m</p> <p>CSP funding of the SDG Performance Fund</p> <table border="1"> <caption>CSP funding of the SDG Performance Fund (€ millions)</caption> <thead> <tr> <th>Year</th> <th>Funding (€ millions)</th> </tr> </thead> <tbody> <tr> <td>2014</td> <td>~5.8</td> </tr> <tr> <td>2015</td> <td>~6.2</td> </tr> <tr> <td>2016</td> <td>~4.8</td> </tr> <tr> <td>2017</td> <td>~5.2</td> </tr> <tr> <td>2018</td> <td>0</td> </tr> <tr> <td>2019</td> <td>~5.8</td> </tr> </tbody> </table>	Year	Funding (€ millions)	2014	~5.8	2015	~6.2	2016	~4.8	2017	~5.2	2018	0	2019	~5.8
Year	Funding (€ millions)														
2014	~5.8														
2015	~6.2														
2016	~4.8														
2017	~5.2														
2018	0														
2019	~5.8														
Summary of notable outputs	<ul style="list-style-type: none"> Maternal Mortality Ratio fell from 558 per 100,000 (2011) to 401 per 100,000 in 2017 (World Bank, 2020a). 10% of births were delivered by a skilled provider³⁰ and 10% of births delivered in a health facility in 2010. This has risen to 50% of births delivered by skilled provider and 48% of births delivered at a health facility in 2019 (DHS, 2019). Antenatal care coverage has risen from 34% in 2011 to 74% in 2019 (DHS, 2019). Percentage of facilities providing Basic Emergency Obstetric and Neonatal Care: 0.6% of babies were delivered by caesarean section in 2008, this rose to 2.7% in 2016 (EPHI, 2016). Coverage of maternal iron supplementation increased from 17% in 2011 to 60% in 2019 (DHS, 2019). 														

Overview

The Sustainable Development Goals Performance Fund (SDG PF) is a pooled funding mechanism that provides grants to priority areas that are underfunded in the Ethiopian Health Sector Transformation Plan (HSTP), which Irish Aid helped to develop. It succeeded the Health Millennium Development Goal Performance Fund (MDG PF) after Irish Aid, along with other donors signed a Joint Financing Arrangement (JFA) in 2015. Dr. M'Pele-Kilebou, the WHO representative to Ethiopia at the time, noted at the signing of the agreement, that: “the revised JFA presents a unique opportunity to take the excellent collaboration between the Federal Ministry of Health and the health sector partners in Ethiopia beyond the MDGs and to drive forward Ethiopia’s ambitious health agenda”, (WHO, 2015).

Ireland's Engagement

Ireland has contributed on average, €5.5m between 2014 and 2019 (excluding 2018) to the SDG PF. The Irish Embassy did not disperse funding for the year 2018, due to clarification required in relation to value-for-money queries. The Ethiopian Ministry of Health's (MoH) procurement of 3,000 ambulances

³⁰ The definition of a skilled provider for Antenatal Care Coverage changed between 2011 and 2019. In 2011, this included doctors, nurses, and midwives. In 2019, skilled providers included doctors, nurses, midwives, health officers, and health extension workers.

for USD \$103m raised questions from Ireland on the procurement procedures and on the impact this expenditure had on other health decisions. After in depth analysis, Irish Aid concluded that the correct procedures were followed. The pooled funding mechanism, with 12 other donors, inherently spreads risk. A breakdown of all donors is provided in Figure 16.

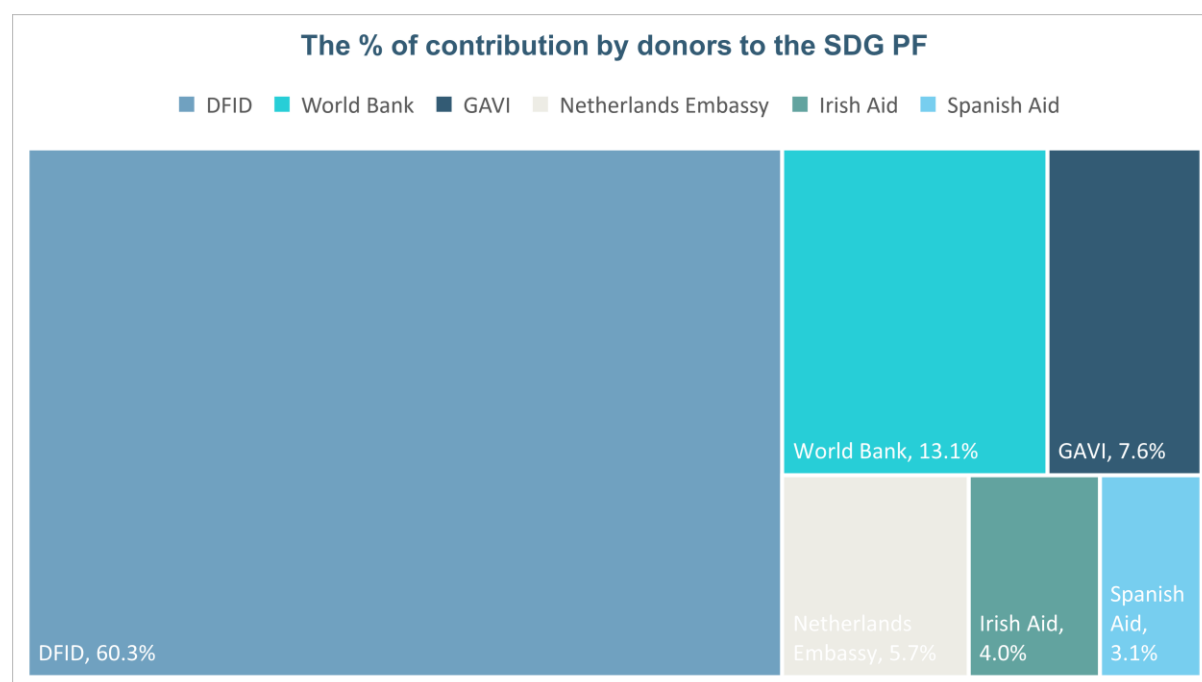


Figure 16: the percentage of contribution by donors to the SDG PF (Federal Ministry of Health, 2018)

Effectiveness & Efficiency

The Ethiopia CSP objectives align closely with the objective of *One World, One Future*, in terms of maternal health; ‘access to quality maternal and reproductive healthcare, supporting safe motherhood’ (Government of Ireland 2013)’. While the SDG PF is a pooled fund that provides un-earmarked funding to the MoH, it contributes to the ongoing implementation of the HSTP. Under this plan, five programme areas are supported including, Maternal and Child Health Services and Service Delivery.

The output indicators have been carefully selected to show progress towards the higher level results mentioned in the table above. In relation to the flexibility of the programme, in 2017, Ireland led the process which resulted in USD\$19.7m from the SDG PF being reprogrammed to the MoH in the fight against an outbreak of acute watery diarrhoea/cholera in areas affected by drought. Cases fell from 4,000 per week to 1,000 per week in over eight weeks. In relation to reaching the furthest behind first, as a representative sample, the lowest to middle wealth quintile accounts for 54.9% of respondents to the DHS 2011, and 53% in the DHS 2019. An internal review of the 2014 CSP, conducted by DFAT’s Evaluation and Audit Unit, 2014-2018 concluded that “the poorest communities are being targeted effectively in output areas 3-5” (DFAT, 2019).

The SDG PF is linked to the CSP objective of improving the nutrition and health of poor rural women and children. While it is not possible to directly attribute the funding from SDG PF to improved maternal health, given the interaction of factors impacting upon maternal health is complex and not easy to disaggregate, the indicators above show a contribution to significant improvement. The HSTP aims to decrease the MMR to 267/100,000 live births by 2020. According to the World Bank 2020 MMR graph, there is an average annual reduction in the MMR of 6%. This leads to a prediction of an MMR of 338/100,000 in 2020. The data has yet to be released for a complete analysis.

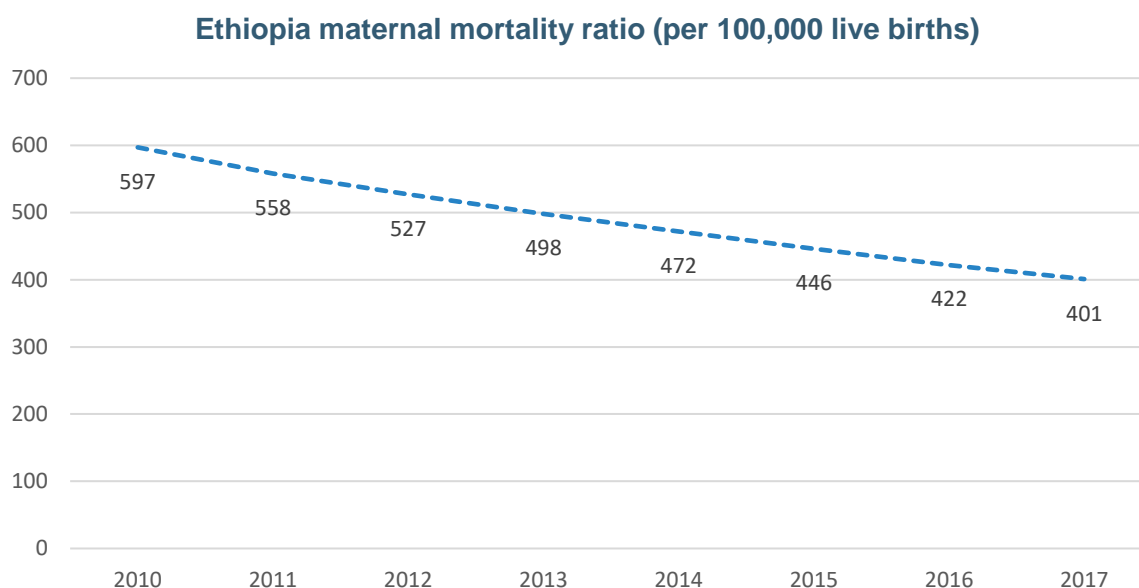


Figure 17: Ethiopia's Maternal Mortal Ratio per 100k live births (World Bank, 2020c)

Overall, there are limitations to utilising national level data to derive direct Irish funded attribution of the programming as they are national demographic surveys rather than a direct reporting mechanisms of Irish Aid's funding to SDG PF. This is a challenge faced by all donors. However, regular reporting was undertaken in the form of annual Embassy reports, partner reporting to the mission and analysis at mission level, a Midterm Review in 2016 of the CSP and a full evaluation of the CSP in 2019.

4. The CSP process

MAIN FINDINGS OF SECTION FOUR

- The 2014 CSP was developed and implemented by using a range of standardised approaches, which at the time guided decision-making within DFAT for ODA allocation. These approaches, which have been built upon since the introduction of the 2014 CSP, mirror those within the Public Spending Code.
- The design and appraisal process for a Country Strategy Programme document is thorough and sets out detailed programme deliverables for a five-year period. However, it incurs substantial transaction costs and can take over 18 months to complete from initial planning stage to evaluation. This is partly due to the significant investment that goes into extensive programming prior to the completion of the strategy.
- Increasingly, DFAT is working in a rapidly changing political and economic contexts which require frequent adaptations of programmes. Recognising this, DCAD management reviewed the process and new mission strategies are now pitched at a higher strategic level with clearly defined result areas but allow for greater flexibility and adaptation at programming stage. This has shortened the time required to develop strategies.
- In Ethiopia, a Monitoring and Evaluation Plan helped inform a systematic approach to approving and managing allocations across the programme and supported essential risk management at the partner level.
- Since the inception of the CSP, DFAT has changed the guidance for DCAD missions establishing strategies. Missions are now required to produce a 'Mission Strategy', which incorporates all aspects of

Ireland's foreign policy objectives and replaces the former CSP approach which focused solely on development programmes.

- This new process also strengthens coherence between an Embassy's various functions and places a strong emphasis on evidence based decision-making, flexibility and value for money.

Design and Implementation

The design and implementation of the 2014 Ethiopia Country Strategy was informed by an 18-month process, which began in mid-2012. The process is consistent with the Public Spending Code's guidelines. These processes include:

- Evaluation of the previous CSP, identification of lessons learned and commissioning of various sectorial and thematic papers.
- A Directions Paper (akin to a Strategic Assessment Report with some components of a Preliminary Business Case). This Paper sets out an assessment of the social, political and economic environment in Ethiopia; the proposed strategic direction and justification of the choices for the new strategy; a draft logic model; an outline budget and proposed financial modalities³¹; an initial risk assessment; and management implications. This paper was thoroughly assessed by both technical staff and senior management before the Embassy was then authorised to develop a detailed strategy.
- A draft strategy (akin to a Final Business Case), which included a final logic model; detailed Results and Performance Management Frameworks; an analysis of the 'Flow of Funds'; budgets; risk management arrangements; and reporting requirements. Prior to final approval by the Department (December 2013) the paper went under internal and external quality assurance.

Once the strategy was approved, the Embassy received authority on an annual basis to spend but only after all appraisal and monitoring was satisfactorily completed in accordance with financial management guidelines, most recently the *Standard Approach to Grant Management* guidelines which was introduced in 2018 and has been further developed since then. The *Standard Approach to Grant Management* codifies the embassies institutional approach to Project Cycle Management and is a core management and risk management tool in the embassy. An online, interactive version of the guidelines is currently being developed.

In terms of efficiency and effectiveness, the Embassy used a mix of modalities to achieve the CSP's objectives. This was in line with DFAT policy and OECD DAC best practice, and allowed the Embassy to pursue the CSP's objectives from a number of angles, including learning on best practice and to spread risk. This often included co-funding development programmes with other donors, in order to achieve economies of scale, enhance coverage, promote coherence, and share risk. This form of programme funding also allows for implementation costs to be shared between donors and other development partners.

While the focus of selecting modalities is mainly on efficiency and effectiveness, other factors including policy coherence, ambition of intervention and risk appetite, were also taken into account, as well as the extent to which the modality was sustainable capacity in Ethiopia's national systems and structures.

³¹ The term 'aid modality' (or aid instrument), describes the way of delivering ODA. Development cooperation can be delivered through a number of channels including direct implementation (i.e. the donor uses its own technical, managerial expertise and funding systems to directly control the execution of a project) or indirect implementation through granting of contracts to partners. Typically this can be implemented through a commercial contractor, local and international non-government organisations, multi-lateral or UN specialised agencies and the partner Governments.

Monitoring and Evaluation

The CSP was supplemented by a Monitoring and Evaluation Plan, the majority of which was managed in-country by the Embassy's Head of Development, reporting to the Ambassador, and their team of managers and local technical advisors. This plan was built around the results framework and the individual grant management procedures, these procedures relied upon DCAD's *Standard Approach to Grant Management*. This helped inform a systematic approach to approving and managing allocations across the programme and supported essential risk management at the partner level. Other elements of the overall approach included:

- *Results Based Management:* The approach was based upon the RBM systems adopted by the Department and drew significantly upon contributions from Irish Aid implementing partners (i.e. local, national and international groups including multilateral, Government and non-government organisations). Implementation also drew upon a Learning Strategy utilised through the period.
- *Monitoring:* The programme was monitored through annual planning and review sessions, which facilitated an assessment of the progress of the CSP. More regular monitoring occurred on a quarterly basis through embassy team meetings that recorded progress against annual plans, assessed risks and potential programming delays, monitored disbursements and shared results. These were in addition to the project cycle management systems which included weekly whole of embassy business meetings, programme managers meetings and monthly senior management team meetings.
- *Independent Evaluation:* The two main points of review and evaluation respectively of the CSP were a mid-term review, which was held in early 2016, and an end of term evaluation in 2019. Members of the Evaluation and Audit Unit, with support from external consultants, conducted the end of CSP evaluation. The programme was also reviewed on an annual basis as noted above.

Headquarters oversight included regular communication, bi-annual reviews and annual reports, approval of disbursements, participation in the Mid-Term Review and country visits. Ethiopia was also the subject of a joint Public Accounts Committee and C&AG visit and the Department's Audit Committee in 2016 and 2019 respectively.

In 2015, the Embassy commissioned an assessment of its financial and risk management systems in relation to key intervention areas and the associated modalities. The review looked at the general public financial management environment in Ethiopia and specific modalities, particularly the PSNP, the SDG Performance Fund, regional programmes, the Civil Society Support Programme, the Ethiopian Social Accountability Programme and the Consortium of NGOs project. The recommendations from the assessment included that the Embassy should:

- Continue to maintain the project cycle management system, including organisational assessments, financial reviews and other reports and review by the internal auditor; and;
- Continue to require timely reporting and submission of audits, financial and procurement (where relevant) by all fund recipients.

Proposed Enhancements

While the *Standard Approach to Grant Management* guidelines, Mid-Term Reviews and other reporting activities (including Embassies' annual reports) ensure that information is regularly provided in relation to performance and funding allocations, there may be merit in creating a 'dashboard' to collate key statistics for programme countries, to assist in knowledge management and support ongoing development of the results management system. This Spending Review found that certain information was not always included as part of internal reporting or was not presented with reference to the wider context of Ireland's overall development programming and ODA expenditure.

It is suggested that any dashboard would include the following information:

- Trend analysis of how Ireland's funding allocations to, and within, country-specific development programmes have changed over time;
- Assessments of how Ireland's development funding within country-specific development programmes is reaching the "the furthest behind first";
- Proportion of an Irish-supported project or programme's total funding that is being provided by Irish ODA;
- Disaggregation of country-specific funding to illustrate proportion of allocations being distributed through each outcome area, geographical location, partner-type (Government, NGO, multilateral).

The monitoring and evaluation activities undertaken to assess a country-specific development programme usually include qualitative elements of the programming. However, there is potential for a more detailed and formalised approach to capture these non-quantitative outputs. This Review recommends that DFAT management should explore opportunities to develop guidance for reporting and evaluating qualitative outputs and outcomes – including policy influencing and advocacy. This could include working with other institutional donors who will be interested in sourcing the same information as part of their own national reporting to parliaments and taxpayers.

Moreover, given Ireland's engagement and contributions to multi-donor, pooled funds, there may also be benefits to assessing the feasibility of designing a methodology for attributing or representing the development impacts from Ireland's contributions to these funds. Both of these activities could be overseen by an internal task team with representation from the Department's Evaluation and Audit Unit, Finance Division and DCAD.

Transition to Mission Strategies

Since the inception of this CSP, DFAT has changed the guidance for DCAD missions establishing strategies. Instead of a CSP document focusing solely on development programmes, missions now produce 'Mission Strategies', focusing on all aspects of their work. This work covers all priority areas outlined in DFAT's statement of strategy; namely Our People, Our Values, Our Place in Europe, Our Prosperity and Our Influence. While the majority of the mission's expenditure and human resources is focused on development programming under the 'Our Values' priority area, management is now responsible for the delivery of all areas of the strategy.

Mission strategies serve as the link between high-level results instruments such as the Framework for Action and routine business processes such as annual budgeting, business planning, grant management, and risk management.

Mission strategies are reported against on a bi-annual basis, are reviewed and up-dated at mid-point, and reviewed/evaluated on or around their endpoint.

DCAD Mission Strategies are designed to:

- be policy based, values driven, and results oriented;
- encompass all relevant areas of the Global Island (the Irish Government's foreign policy published in 2015) reflecting the full breadth of and balance between all of Ireland's engagements and interests in a given context;
- coherent with, and additional to other strategies and business processes in particular the DFA Strategy Statement, annual integrated business planning and risk management (BPRM), budgeting and grant management;
- be flexible and responsive to changes in context;
- informed by the value-for-money agenda;
- function as risk management instruments;
- be evidence-based and evaluable.

The Embassy of Ireland in Addis Ababa has followed these guidelines in the development of their latest Mission Strategy, which was approved in March 2020. The development of the new strategy was evidence-based and informed by a number of key lesson-learning exercises; including a 2019 CSP evaluation which examined the Embassy's approach to resilience throughout the course of the CSP.

Amongst the recommendations of the OECD's Peer Review of Ireland's development programming were ones specific to how Ireland could build upon existing strengths and achievements to improve effectiveness. Two of these recommendations in particular, relating to knowledge management and results-based management, should be considered when developing future Mission Strategies:

1. Ireland should invest in knowledge management and, in particular, it should:
 - a) systematically capture and disseminate lessons from programming and evaluations;
 - b) expand knowledge sharing mechanisms to strengthen thematic expertise.
2. Ireland should advance its approach to results-based management by:
 - a) promoting a results and learning culture, and strengthening capacities to manage for results across the system; and
 - b) adopting results frameworks that spell out the expected results chain, using SDG targets and indicators, and enable a clear focus on those furthest behind.

Conclusions and Recommendations

The objectives of the CSP sought to match Ethiopia's development challenges with Ireland's broader international development priorities at the time. Those priorities included a focus on the poorest and most vulnerable people; enhancing resilience to climate shocks; and improving the health and nutrition of poor rural women and children. This Spending Review has found that the CSP has contributed to those objectives, in the challenging context which pertains in Ethiopia.

Coherence and Targeting

The CSP's targeted outcome, and the supporting objectives and activities, align with both Ireland's development policy priorities and the development and humanitarian challenges facing Ethiopia. Ireland is a valued development partner, working with the Government of Ethiopia and other development agencies to implement national development plans, as demonstrated in the DAC's review of this programme.

Through the CSP, Ireland supports and contributes to programmes that reach millions of poor and vulnerable Ethiopians. The contribution to the PSNP, Ethiopia's flagship social protection programme, demonstrates Ireland's commitment to reaching the most vulnerable.

While Ireland's development programming in Ethiopia has progressed beyond an initial region-focused approach, it retains a strong link with the Tigray and SNNP regions and continues to support a number of activities there; supporting rural households' poverty reduction, resilience to climate shocks, and access to health and nutrition services.

Performance

Since 2016, Ethiopia has been the single largest recipient of Irish bilateral ODA (OECD 2020). Ethiopia is also the largest single recipient of global ODA by volume in Africa, although in per capita terms, it is just above the Sub-Saharan Average. Ireland's contribution of bilateral ODA in 2018 accounted for less than 1% of the net ODA Ethiopia received (OECD 2020).

Through the CSP, Ireland has provided €170.8 million over a six-year period to effectively support over 35 programmes and projects of various sizes, across a range of sectors in Ethiopia. These have provided essential support and protection to some of the poorest and most vulnerable people in Ethiopia, as well as building resilience, strengthening technical capacity and improving livelihoods. This support has been consistently targeted towards poor, rural households, with a particular focus on the health and nutrition of poor, rural women and children.

It is important that Ireland's development programming provides 'additionality', while also ensuring that it acts strategically to maximise its development impact when working with other donors and development agencies. While Ireland's financial contributions to large multi-donor programmes may be relatively small, its participation and engagement within such programmes and related donor networks has allowed the country to amplify its voice and influence policy on a wider scale. The CSP also supported many smaller, more focused projects that seek to build up the technical capacity of farmers, health workers, and Civil Society Organisations in a manner that can be scaled up and applied elsewhere.

This Review recommends that the Irish Embassy in Ethiopia continues to engage with a diverse range of partners and programmes. However, the Embassy, along with the Department of Foreign Affairs and Trade should explore opportunities to optimise some of these partnerships through the adoption of a 'consortium approach'; an approach that has been successfully used within the CSP when working with a group of NGOs to promote climate-smart agricultural practices.

Monitoring, Evaluation and Learning

The internal monitoring, evaluation and learning structures have allowed the Embassy in Ethiopia, with support from the Department's Development Cooperation and Africa Division (DCAD), to adapt and reconfigure the CSP in response to changing development and humanitarian challenges. Moreover, these

structures allow the Embassy to assess regularly its contributions and partnerships, allowing it to refine, amend or cease such arrangements if they are not delivering expected outcomes. The reporting, monitoring, and evaluation processes that the Embassy and DCAD used to appraise the CSP are robust and applied frequently to give up-to-date information on how the CSP was performing.

The programmes and projects supported by the CSP all have their own reporting structures, in the most part adhering to international best practice and overseen by the donors and development partners. These systems are essential to assessing the efficiency and effectiveness of CSP-supported activities.

In order to ensure all results are captured and performance is measured it is recommended that development programmes should ensure that their stated objectives are well defined and adhere to the SMART principle (Specific, Measurable, Attributable, Realistic and Time-Bound) to support monitoring and evaluation activities, and the design process for results management frameworks.

DFAT management should also explore opportunities to develop guidance for (i) reporting and evaluating qualitative outputs and outcomes – including policy influencing and advocacy; and (ii) designing a methodology for attributing or representing the development impacts from Ireland's contributions to multi-donor, pooled funds. This could include the convening of an internal task team with representation from the Department's Evaluation and Audit Unit, Finance Division and DCAD.

While the Standard Approach to Grant Management guidelines and Mid-Term Reviews ensure that information is regularly provided in terms of programmes' performance and, changes in funding levels and allocations within different sectors over time, there may be merit in creating a 'dashboard' to collate key statistics for any given country, to assist in knowledge management, and support ongoing development of the results management system.

This Review also supports the 2020 OECD DAC Peer Review's recommendations for Ireland's development cooperation programming. In particular, the recommendations relating to increased investment in knowledge management and advancing its approach to results-based management.

Strategy Development

The 2014-2019 CSP and its 2008-2013 predecessor were both originally intended to be in place for five-year periods. However, both were both extended by one year to allow more time for the subsequent Ethiopia strategy to be finalised and incorporate relevant policies and frameworks. In 2016, the C&AG recommended that DFAT should ensure that new country strategy plans are completed in a timely manner, reducing the requirement for plan extensions.

The Department has updated its planning processes for the development of multi-annual strategies and seeks to have new strategies completed and approved in time to coincide with expiring strategies, however, there have been instances, including the 2014 CSP, where strategies have been extended due to changes in national or regional contexts where further analysis and planning has been required. DFAT should continue to regularly review its planning processes to assess how to better ensure that new country strategies can be designed and approved in advance of the end of a previous strategy, mitigating the need for extensions and providing Embassies with a clear framework to help achieve their targets.

The new Mission Strategy process, which is replacing the CSP process, aims to ensure that there is a whole of Embassy approach to development programming. This strengthened approach allows for greater coherence between an Embassy's various functions and continues to place a strong emphasis on evidence-based decision-making, flexibility, and value for money.

It is recommended that the Embassy further develop the robust and SMART indicators which measure the performance of the whole of Embassy approach.

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Annex 1: Contextual Analysis: Ethiopia 2014 – 2019

History & political context

Ethiopia boasts a unique cultural heritage and rich history. It is the second-most populous country in Africa with a population of over 109 million people (World Bank, 2019). Being largely free from colonial occupation, aside from a few contested years in the 1930s, Ethiopia is an established symbol of African independence.

In 2018, the appointment of Dr Abiy Ahmed to Prime Minister was a positive development both domestically and internationally as it indicated an opportunity for reform, political liberalisation and a commitment to end disputes with Ethiopia's neighbours. Since his appointment, Dr. Ahmed has released political prisoners, promised fair elections, announced sweeping economic reforms and carried out a major Cabinet reshuffle, giving 50% of the ministerial positions to women. While some internal political and ethnic violence persists, analysts indicate that Dr Abiy's major challenge in the coming years will be to deliver on promises of reform while simultaneously achieving a genuine sense of inter-party and inter-ethnic unity (Ethiopia Country Report, Economist Intelligence Unit, 2019).

The Prime Minister's efforts for reform include attempts to maintain a peaceful transition towards deeper democracy and a more inclusive economy, as well as delivering economic growth and tackling corruption³². However, political uncertainty observed in the latter part of the CSP period looks set to continue. Donors and NGO partners interviewed as part of the 2019 internal DFAT evaluation identified 'political uncertainty' as a factor that significantly affected the implementation and effectiveness of programmes.

Economy

Ethiopia is strategically located within the Horn of Africa, close to major markets in the Middle East. Being landlocked. However this means that it has had to rely on neighbours' ports to gain access to these markets. The signing of a peace agreement in 2018 with Eritrea promised to provide the country with access to Eritrean ports, boosting opportunities for international trade (World Bank, 2019). However, the border between the two countries remains closed.

Ethiopia is recognised as having the fastest growing economy in region, with sustained, broad-based growth, averaging 9.9% annually between 2008 and 2018, compared to a regional average of 5.4% (World Bank, 2019). Real GDP growth slowed to 7.4% in 2019 (Africa Development Bank, 2020), caused by social unrest and fiscal consolidation to stabilize the public debt. On the supply side, industry and services continued to lead growth in 2019. Industry is driven by construction, notably for industrial parks and infrastructure investments. While structural transformation is under way, acceleration is needed (African Development Bank, 2020).

Sustained economic growth throughout the period of the CSP has brought with it positive trends in the reduction of both rural and urban poverty. The percentage of Ethiopians living below the poverty line decreased from 30% in 2011 to 24% in 2016. The second of the Ethiopian Government's Growth and Transformation Plans (GTPII), which will run to 2020, aims to continue the expansion of physical infrastructure through public investments to transform Ethiopia into a regional centre for manufacturing.

Notwithstanding the challenge posed by COVID-19, Ethiopia's economy was already facing a stern test in ensuring that employment opportunities are inclusive to both women and men and are accessible to those beyond urban centres. Ethiopia's population is also very young with a median age of approximately 17.9 years and an estimated 42% of the population under the age of 15 (UN DESA, 2019). Providing employment opportunities to this growing labour force will be essential.

Poverty and Development

Ethiopia has sustained relatively strong development progress in the last 25 years, but despite strong economic growth and a 4% reduction in the percentage of population living below the poverty line (World

³² Internal briefing material, Africa Unit, Department of Foreign Affairs and Trade, 2018

Bank, 2020e), its Human Development Index (HDI) ranking has remained at 173, placing it behind its neighbours such as Rwanda (157th) and Uganda (159th) (UNDP, 2018).

A poverty assessment of the country published by the World Bank (2020e) noted that the very poorest people in Ethiopia, and particularly those in rural areas, have not benefited from the country's economic growth nor have they been able to access essential services and resources such as education and clean water.

There have been health and nutrition gains in Ethiopia that include a significant decline in neo-natal and maternal deaths in targeted hospitals, increased coverage in maternal health services, and encouraging achievements in the institutional delivery of health services at Federal level.

Population growth continues to shape the nature of development challenges in Ethiopia. Health systems which are already struggling, are being put under mounting strain at a primary and tertiary level. The Ministry of Health budget is modest and struggles to meet significant demands and competing priorities. Donor partners to the Productive Safety Net Programme (PSNP), a social protection programme targeting food-insecure households, noted that without a focus on livelihoods and job creation, population growth has the potential to drive people into the Social Safety Net programmes at a rate greater than those who are graduating from it.

Climate

Ranking 182 of 188 countries, Ethiopia's Green House Gas emissions are among the world's lowest, yet the country is highly vulnerable to climate change. Ethiopia is ranked the 22nd most vulnerable and the 31st least-ready country for climate change. Despite significant investment, Ethiopia is both vulnerable to climate change and largely unready to address the impacts (UNOCHA, 2018).

Already one of the most drought-prone countries in Africa, in recent years Ethiopia has seen unusual and extreme weather events. Large variations in climate across Ethiopia's regions mean that increased temperatures and prolonged droughts, coupled with intense and irregular rainfall, will result in lower agricultural production. During the course of the CSP, extreme and unseasonal weather triggered increased levels and outbreaks of disease, malnutrition, infestation, crop failure and livestock mortality.

The combination of climate related shocks with conflict adds an additional layer of complexity. Ethiopia has experienced several migrations as vulnerable populations flee from war torn and drought affected neighbouring countries. Ethnic conflict has also created significant numbers of internally displaced persons. In 2018, it was estimated that Ethiopia had approximately 3.2 million internally displaced people (International Organisation for Migration, 2019).

Gender

In the past two decades, the Ethiopian Government has achieved well-earned successes in reducing the national poverty rate by half, resulting in Ethiopia being one of the fastest enhancers of human development since 2000 (UNDP, 2015). Basic social services such as education and healthcare have been national priorities, with a substantial improvement in maternal mortality rates from 558 per 100,000 in 2011, to 401 per 100,000 in 2016, (World Bank, 2020b).

Commitments to political participation progressed in 2018 with the allocation of 50% of Cabinet positions to women. The appointment of Ethiopia's first woman president, Ms. Sahle-Work Zewde, in October 2018 promises to bolster the Government's international visibility in relation to gender equality. Despite overall human development and some gains in political footholds, women and girls in Ethiopia remain strongly disadvantaged in areas such as health, livelihoods and human rights.

Economic empowerment is limited, with only 29% of women having an account at a financial institution or with a mobile money-service provider (UNDP 2018). Gender disparities in employment continue to be an issue. Overall, Ethiopian women are nearly three times more likely to be unemployed and remain the most disadvantaged in the job market.

Annex 2: Donor Coordination – Development Assistance Group

ODA donors to Ethiopia coordinate under the framework of the Development Assistance Group (DAG). The DAG fosters and catalyses policy dialogue to coordinate donor support to the Government of Ethiopia's national development plan and the SDGs. The DAG has 30 bilateral and multilateral members, (referred to as 'development partners' or DPs). The overarching objective of the DAG members is "to eradicate poverty and bring structural transformation to Ethiopia's economy".

The DAG harmonises joint donor financial and technical support to the preparation, implementation and monitoring & evaluation of the Ethiopian Government's Second Growth and Transformation Plan 2015-2020 (GTPII) and support to the SDGs. The Ethiopian Government and their DPs, with the Ministry of Finance and Economic Cooperation (MoFEC) leading, use a web-based tool, the Aid Management Platform (AMP), to manage, coordinate and monitor ODA to Ethiopia.

The DAG supports the Government of Ethiopia and the DPs in meeting commitments and targets in the national ownership of development priorities and in enhancing their compliance with the global aid effectiveness principles. It thus seeks to ensure a focus on results, facilitation of inclusive partnerships, mutual accountability and transparency. Monitoring the DPs and Ethiopia's commitments and deciding how to further improve the effectiveness of development cooperation in Ethiopia, is at the heart of the DAG – Ethiopian Government relationship.

The Embassy of Ireland in Addis Ababa participates in the DAG and collaborates at a senior level on a High Level Forum (HLF), reviewing the progress of GTPII, as well as participating in a number of sector-specific and technical working groups in line with Ireland's own policy objectives and sectoral interests. In 2019, Ireland was a member of the DAG Executive Committee and chaired the PSNP Donor Working Group for six months in 2018. Ireland also co-chaired the Humanitarian Donor Group during the same year.

Through this participation, Ireland has the opportunity to collaborate and coordinate with other donors and development agencies in Ethiopia and engage in peer-to-peer learning and knowledge sharing on development programming best practice.

For the Ethiopia Financial Year 2010 (8 July 2017 – 7 July 2018), the DPs committed a total amount of €4.15bn to 123 programmes and projects in 13 sectors. Roughly, 70% was disbursed through the Government system.

Annex 3: OECD's 2020 Peer Review of Ireland's International Development Cooperation

Overview

Ireland has been a member of the OECD's Development Assistance Committee (DAC) since 1985. The DAC conducts periodic reviews of the individual development co-operation efforts of all DAC members. The policies and programmes of each DAC member are critically examined approximately once every five years. DAC peer reviews assess the performance of a given member, not just that of its development co-operation agency, and examine both policy and implementation. They take an integrated, system-wide perspective on the development co-operation and humanitarian assistance activities of the member under review.

In October 2019, Ireland's Development Cooperation was subject to a peer review, prepared with reviewers from Australia and Slovenia. This report was adopted at the OECD on 2 April 2020 with nine recommendations included.

The review provides analysis and indicators of Ireland's development cooperation progress since the last peer review in 2014, based on internationally agreed benchmarks, DAC good practice papers and guidelines, criteria for the admission of new DAC members and nationally selected commitments. The peer review takes into account the changing development landscape, including recent international commitments, the mandate and overarching objectives of the DAC and emerging issues.

This review described Ireland as 'an influential voice for sustainable development, Ireland invests in quality partnerships and a strong approach to fragility'. The report highlights the leadership role Ireland plays in global policy debates and national development education, describing Ireland as a strong voice for sustainable development, leading and supporting dialogue at local and international levels.

While the review commends the ambition of *A Better World*, and the political commitment to reach 0.7% of gross national income (GNI) as ODA, it highlights the need to manage the risk of not spreading itself too thin and also the need for a clear plan for when and how to increase spending and to invest in necessary capacities. It cautions that low levels of staffing and high levels of turnover affect the level and quality of engagement. The report recommends that Ireland clarify how to match skills and jobs and mobilise expertise for the priorities of *A Better World*.

The review highlighted the clear structures and systems in place to manage the ODA budget. It noted that Standard Approach to Grant Management has clarified decision-making. Risk management processes are clear and controls effective. The review also recognises Ireland's strong commitment to results based management and evaluation, however it also found that there is a need to invest in knowledge management.

Field visit to Ethiopia

As part of the Peer Review, a team comprising OECD staff and senior officials from Australia and Slovenia conducted a field visit to Ethiopia. The purpose of the mission was to review programming and consult with leaders from Government, business, international and civil society communities.

Overall the visit found that in its partnership with the Ethiopian Government, Ireland delivers high-quality development co-operation, albeit with some scope for improvement. Amongst its strengths were close alignment to national priorities, transparency, provision of aid "on-budget" and use of country public financial management systems where possible and appropriate. To complement this, the visit also noted that Ireland could improve provision of forward-looking expenditure plans and engage the Ethiopian Government in early stages of the strategy planning as late consultation can lead to some risks such as alignment and integration into long-term Government planning. Other findings of note included:

- ***Ireland has been able to significantly adapt to changes in the overall context and aid programmes.*** In particular, it has a good understanding of the domestic context and stands

out as a quick responder to changing political and humanitarian contexts e.g. it reacted swiftly to recent climate and conflict shocks in 2016 and 2018. Ireland also smartly uses its leadership roles to act as strategic influencer despite its limited financial weight.

- ***The Embassy's efforts on risk management are strong and it is committed to learning.*** The visit found that staff systematically work to ensure that financial, operational and other risks are appropriately assessed and that safeguards are put in place. Mitigation arrangements range from capacity building to adjusting intervention approaches or suspending payments. Going into the next strategy further guidance on the handling of cases of suspected fraud could also be useful particularly in clarifying what constitutes a suspected case of fraud.
- The report also noted that the Embassy demonstrated ***a strong commitment to learning and has invested heavily in internal reflection, evaluation, external analysis and contributions from Embassy staff*** across all services. However, it found that with further investments in information technology infrastructure knowledge management could be improved.
- ***Ireland is a much-appreciated partner to the Ethiopian Government, donors and CSOs.*** Ireland was found to be active and energetic donor, taking a proactive and 'honest-broker' role in political dialogue and donor co-ordination. In particular it was seen to have been a driver of open, informed dialogue that puts the interests of Ethiopia first.

Annex 4: Comparison of Ireland's Country Strategy Papers for Ethiopia

	2008-2013 CSP	2014-2019 CSP
Total CSP Expenditure	€174.5 million	€170.7 million
Goal	<p>To reduce the vulnerability of poor Ethiopian women and men, boys and girls*</p> <p>* = Slightly revised as part of 2010 Mid-Term Review</p>	To support Ethiopia's growth and poverty reduction plans so that the poor benefit from, and contribute to, equitable economic, social and environmental development
Outcomes	<p>Increased utilisation of, and satisfaction with, basic services by the poor</p> <p>Increased resilience to climate change and shocks with enhanced food & livelihood security for the poor</p>	Poor, rural, households in Ethiopia would be more resilient to economic, social, and environmental stresses and shocks
Objectives & output areas	<div> <div> <p><u>2008-2012 Objectives*</u></p> <p>Increase access and quality of basic services at sub-national level</p> <p>Enable CSOs to contribute to local and national development and good governance</p> <p>Increase access to and improved quality of maternal, child and HIV services</p> <p>Protect and enhance local ecosystems and the assets of chronically food insecure women and men</p> <p>To diversify and improve livelihoods for chronically food insecure women and men</p> <p>To improve quality and use of gender disaggregated poverty monitoring data in health and food security.</p> <p>Strengthen multi sectoral responses against maternal and child malnutrition</p> <p>* = Based on 2010 Mid-Term Review revisions</p> </div> <div> <p><u>2013 Extension Objectives</u></p> <p>Improve governance & accountability in the delivery of basic services for the poor</p> <p>Strengthen processes & programmes that contribute to improved maternal & child health & nutrition</p> <p>Strengthen social protection systems for enhanced food security and increased resilience to crises</p> <p>Diversify and improve chronically food insecure women and men's livelihoods</p> </div> </div>	<p><u>Objectives:</u></p> <p>Improve the abilities of poor rural households to respond and adapt to the effects of climate change and other shocks</p> <p>Improve the nutrition and health of poor rural women and children</p> <p><u>Output Areas:</u></p> <ol style="list-style-type: none"> 1. Social Protection & Humanitarian Response; 2. Rural Livelihoods and Climate; 3. Civil Society & Accountability; 4. Nutrition Support; and 5. Maternal Health. 6. Regional Integration through the African Union 7. Supporting Ethiopian Government Reform Programmes.

Annex 5: Snapshot of Selected CSP-Funded Programmes

Agricultural Transformation Agency (Output Area 2)	
Total CSP Expenditure	€2.6m
Main focus of Programme	Supporting capacity-building and developing an operating model for community-based seed producers in SNNP and Tigray regions
Details	The ATA is an Ethiopian Government agency tasked with accelerating the growth and transformation of the Ethiopian agriculture sector. The CSP has supported capacity building activities and the development of an operating model for community-based seed producers. The programme has provided four producers in each region with irrigation infrastructure, overall better access to training and physical agriculture facilities, and has linked producers to financial institutions.

International Potato Centre (Output Area 4)	
Total CSP Expenditure	€2.6m (2015 – 2018)
Main focus of Programme	To support a two-phase programme related to scaling out Orange-Flesh Sweet Potatoes (OFSPs) production and strengthening institutional systems.
Details	<p>The International Potato Center (Spanish acronym of 'CIP') is a CGIAR (Consultative Group for International Agricultural Research) that focuses on potatoes and sweet potatoes. It seeks to deliver "innovative science-based solutions to enhance access to affordable nutritious food, foster inclusive sustainable business and employment growth, and drive the climate resilience of root and tuber agri-food systems".</p> <p>'Phase One' of the CIP project supported by the CSP expanded sweet potato and potato-led interventions to improve nutrition and food security in Tigray and SNNP Regions. 'Phase Two' sought to strengthen institutional systems for scaling-up the farming of OFSP. OFSP is an excellent crop for ensuring food security and improved nutrition as it is cheap to produce, grows in a wide-range of environments and soil types, and is a good source of vitamin A – particularly important for the development of immune systems in infants and preventing night blindness.</p>

UNICEF's Integrated Nutrition Social Cash Transfers (Output Area 4)	
Total CSP Expenditure	€3.7m (2014 – 2017)
Main focus of Programme	To support a UNICEF programme established to enhance and complement Ethiopia's Productive Safety Net Programme (PSNP) in Oromia and SNNP regions.
Details	<p>UNICEF's Integrated Nutrition Social Cash Transfers project, in conjunction with the Ethiopian Ministry for Labor and Social Affairs (MoLSA) sought to support the PSNP in the Oromia and SNNP regions by providing an integrated package of nutrition services and building up MoLSA's capacity to support recipients receiving permanent direct support from the PSNP.</p> <p>The project also assisted the transition of pregnant and lactating women and caretakers of malnourished children from participating in public works (as a condition of PSNP support) to temporary direct support. This included promoting PSNP recipients' compliance with a list of co-responsibilities, such as antenatal care, immunisations and growth monitoring visits for young children, and regular school attendance for children age 6-18.</p>

Tigray Regional Agricultural and Health Bureaus (Output Areas 2 and 5)	
Total CSP Expenditure	€2.2m – Tigray Bureau of Agriculture and Rural Development (2015 – 2018) €0.2m – Tigray Regional Health Bureau (2015)
Main focus of Programme	<p>Agriculture – Research activities, extension services and other support to smallholder farmers</p> <p>Health – provide health services and supports, with a focus on maternal and child health.</p>
Details	<p>The CSP provided targeted funding to support the following:</p> <p><u>Agriculture</u>: funding for research activities, support to extension systems, construction of veterinary clinics, and support of smallholder beneficiaries. Ireland also supports climate-smart</p>

	<p>agricultural interventions that increase the resilience of rural households. This support also helps rural women and unemployed youth diversify their income via ecosystem restoration and the protection of their asset base.</p> <p><u>Health</u>: funding provided to regional health bureaus for the building of health centres/additional maternal and child health blocks. Work is now ongoing in conjunction with the bureaus of construction and water to provide water supply to the various health centres.</p>
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Civil Society Support Programme (Output Area 3)

Total CSP Expenditure	€3.0million (2014 – 2018)
Main focus of Programme	It is a capacity development and grant making programme, designed to support Ethiopia's civil society to contribute to the country's national development, poverty reduction and good governance in line with the Government of Ethiopia's policies and strategies. The programme emphasises "hard to reach" civil society and citizens. It is implemented by a consortium which is led by the British Council.
Details	<p>CSSP 1 ran from 2011-2017 and built the capacity of community organisations to deliver basic services to hard-to-reach communities. It worked with over 600 partners, reaching three million people.</p> <p>CSSP 1 focused on previously neglected issues such as prison reform, women's rights and mental health. 70% of activities focused on gender equality and gender-based violence. CSSP1 grants encouraged innovation and creativity in CSOs to develop their capacity, and foster collaboration among stakeholders, including Government.</p> <p>CSSP 2 launched in 2018. Recent positive developments in Ethiopia's civil society environment, including the reform of laws that govern Civil Society Organisations, it is in a unique position to adapt programming in response to the changes and advance in an innovative direction.</p> <p>The Embassy's leadership role in supporting civil society has been recognised as an example of best practice both by other donor partners at the International Donor Group on CSOs in The Hague in November 2018, as well as by the Ethiopian Government itself at the OECD's Civil Society week in Paris in June 2019.</p>

Ethiopian Social Accountability Programme (Output Area 3)

Total CSP Expenditure	€3.15million (2014 – 2018)
Main focus of Programme	<p>The Programme seeks to strengthen the use of social accountability tools, approaches and mechanisms in Ethiopia by (a) citizens and citizens groups, (b) CSOs, (c) local Government officials and (d) service providers, as a means to make basic service delivery more equitable, effective, efficient, responsive and accountable.</p> <p>It is financed via a World Bank multi-donor trust fund and guided and supervised by a steering group that includes Ireland, Ethiopia, the EU, Australia, the UK and Canada.</p> <p>The ESAP began as a component of the Protection of Basic Services (PBS) Programme, which was designed to enhance the accountability of civil servants.</p>
Details	<p>The third phase of ESAP commenced in January 2019 and Ireland has assumed a co-chair position, enhancing the direction of the Programme at a critical time.</p> <p>The ESAP has supported social accountability interventions in 317 <i>woredas</i> (districts) under Phase 3 and has contributed to the new National Civic Engagement policy framework.</p>

UN Women (Output Area 3)

Total CSP Expenditure	€1.3million (2014 – 2017)
Main focus of Programme	The UN WOMEN partnership provides free legal aid, health and childcare services to survivors of gender-based violence (GBV) through safe-houses. The programme supported 3 rehabilitation and reintegration shelters for women and girls' in Oromia and Amhara regions. The programme is also implementing the second phase of the Start Awareness Support Action (SASA!) programme in Oromia and Amhara regions, which focuses on raising awareness in the community on GBV
Details	<p>Irish Aid together with UN Women funded survivor-focused care for 100 women and girls (71 women and 29 children) through a Prevention and Response to Violence against Women and Girls programme. Irish support also supported access to justice, awareness raising, lobbying, free legal aid, court support, medical support, and income generation. 85 survivors were reintegrated with their families or with communities and 21 survivors were given help to self-support themselves. In addition, 38 children were assisted in day care centres.</p> <p>Ireland's funding supported UN Women's partnership with Association for Women's Sanctuary and Development (AWSAD). This contributed to UN Women's support that expanded protection services for women and girls. Full funding and technical assistance enabled AWSAD to operate two shelters in Adama city, serving approximately 1,102 women and girl survivors from urban Adama and rural Oromia, and their 537 children who were affected by violence. The shelters provided protection and vital support to women and girls, with a focus on social and economic empowerment.</p>

Annex 6: Overview of Irish ODA allocation process

In order to ensure the efficient, effective and appropriate application of Irish ODA, a robust and comprehensive framework was established to allocate, manage and monitor Irish development

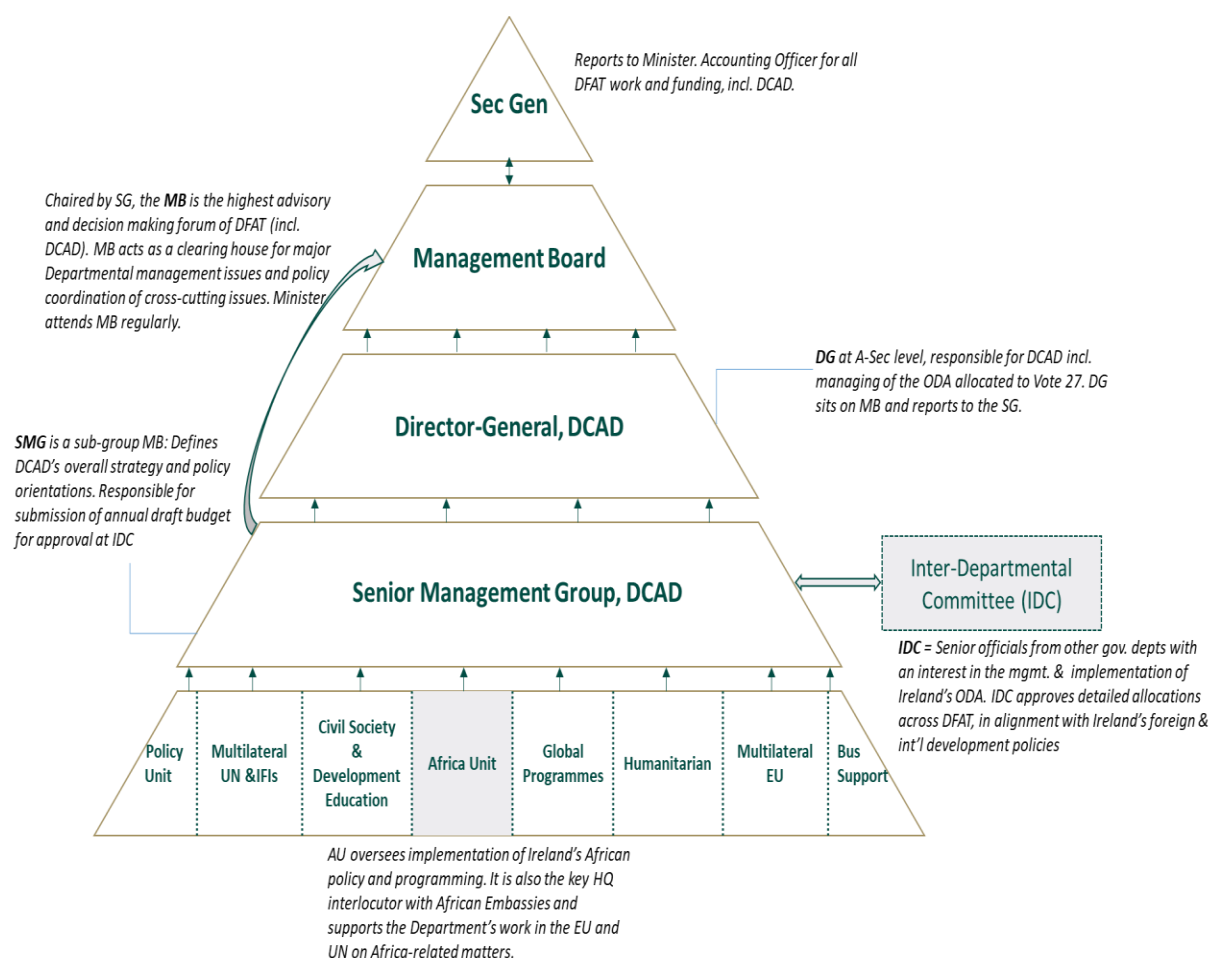
assistance funding. The framework includes the IDC Budget process - which concerns allocation of total budget amounts for Ireland's ODA; and the Standard Grant Management Approach – which refers to the rules that must be adhered to allocating funds to specific programmes, projects or partnerships.

Inter Departmental Committee Budget Process

DFAT is responsible for managing the bulk (almost 70%) of Ireland's ODA. For example, in 2020, Ireland's total ODA is c. €838million with DFAT managing €550.7m (65.7%) of this under allocation to Vote 27. ODA not managed by DFAT comprises Ireland's contribution to the EU Development Cooperation Budget, and other contributions managed by a range of Government Departments including Finance, Agriculture, Food and the Marine, Communications, Climate Action and Environment, Justice and Equality and the Revenue Commissioners.

DFAT's allocation of ODA, via Vote 27, is managed by DCAD. DCAD's Senior Management Group (SMG), a subgroup of the DFAT Management Board, defines the main strategy and overall policy orientations of the Division. It has responsibility for the submission of the annual draft budget for the approval of the IDC, which comprises of senior officials from other Departments that have an interest in the management and implementation of the international development assistance programme.

The IDC provides approval to the detailed allocations across the DFAT programme. The grants and budget allocations align with both Ireland's foreign and international development policies. These in turn also support Ireland's commitment to the SDGs. Since November 2017, an updated comprehensive framework for delegation and approval thresholds for grants and multiannual commitments is also in operation throughout DCAD.



Standard Approach to Grants Management

Since 2018, the Standard Approach to Grant Management in DCAD has been a requirement for all grants managed by DCAD. This is to ensure that those tasked with managing the resources allocated

to the ODA programme can do so in such a way that will deliver optimal results, full and transparent financial accountability, evidence-based learning, and reporting. The grant management procedure is an essential risk management application and supports results oriented and value for money based decision-making.

Grants are approved and subsequently disbursed from within the budget lines and limits ascribed through the annual IDC allocation process. Grants are more usually made on an annual basis, regardless of whether a partnership is once-off or multi-annual.

This approach to managing and monitoring development funding is highly regarded and praised by the DAC and often referenced as a best practice for ensuring effective management of grant funding to development programmes and projects, including by the C&AG which described it as an exemplar across the civil service.



Quality Assurance process

To ensure accuracy and methodological rigor, the author engaged in the following quality assurance process.

- ☐ Internal/Departmental
 - ☐ Line management
 - ☐ Spending Review Steering group
 - ☐ Other divisions/sections
 - ☐ Peer review (IGEES network, seminars, conferences etc.)
- ☐ External
 - ☐ Other Government Department
 - ☐ Other Steering group
 - ☐ Quality Assurance Group (QAG)
 - ☐ Peer review (IGEES network, seminars, conferences etc.)
 - ☐ External expert(s)
- ☐ Other (relevant details)

Tithe an Rialtas. Sráid Mhuirfean Uacht,
Baile Átha Cliath 2, D02 R583, Éire
Government Buildings, Upper Merrion Street,
Dublin 2, D02 R583, Ireland

T:+353 1 676 7571

@IRLDeptPer