2018 Brought to you by the Africa Evidence Network
**Engage ▪ Understand ▪ Impact**
25-28 September | CSIR ICC | Pretoria | RSA

# An overview of role players central to
# EVIDENCE-INFORMED METROPOLITAN GOVERNANCE
# In Addis Ababa, Ethiopia

## A Landscape Review

**Teferi Hailemichael**
**Doctor of Public Administration**
**Kotebe Metropolitan University**
**multefr@gmail.com**

**Addis Ababa, Ethiopia**

-----------------------------------------------------------------------------------------------------------------

*In this land scape review attempt is made to briefly address point of discussion with:*

- ✓ *Introduction and background*
- ✓ *Main role players in the Addis Ababa evidence ecosystem*
- ✓ *Gaps existing in the Addis Ababa evidence ecosystem*
- ✓ *Conclusion*

# 1 Introduction and background

Governance is the process of making and implementing decisions (Stark, 2011) and it prevails good where authority/legitimate power is exercised in the management of national resources creating and sustaining an enabling environment for political, economic, and social development (World Bank, 1992; AsDB, 1995; UNDP, 1997; AfDB,1999; IFAD,1999). Accountability, transparency, rule of law, participation, responsiveness, consensus orientation, equity, effectiveness and efficiency, and strategic vision remain pillars or basic elements against which governance can be judged good or not (UNDP, 1997). Governance is the process whereby elements in a society exercise political leadership to influence and enact decisions apropos resource allocations that may determine the local growth and thence the national development. It embraces to refers to public management practices that may include cities, counties, special districts, institutional systems, regional governments, and states (Stark, 2011). One may identify city-regional areas characterized by high population density, concentration of economic, political and cultural activities with metropolitan region whose growing interest is strongly connected with trends of population growth, globalization and urbanization (Hofmann & Knieling, 2014). Kübler and Heinelt (2005) characterized contemporary metropolitan areas along four elements of urban sprawl; functional specialization of space; spatial mobility of persons and goods; and politan localism. Governing a metropolitan city state can be accomplished mainly through a comprehensive metropolitan government (Zimmermann, 2006) and metropolitan governance divulges "a set of institutions, rules, and actions that delineate policies and strategic decisions in the management of resources for the political, social and economic development of a metropolitan region" (Andersson, 2015).

Consequently, governance in a metropolitan society of wide-ranging local identities, economic strata, and ethnic diversity such as Addis Ababa in Ethiopia necessitates a set of evidence-informed decisions and processes made vis-à-vis varied social, economic, environmental, technological and political expectations toward equity, equality, and inclusiveness in public life. Evidence-informed governance henceforth signifies the process of distilling and disseminating the best available evidence from research, practice

and experience and using that evidence to inform and improve the manner in which authority is exercised to manage resources for development—good governance.

Ethiopia is a country with nine ethnolinguistic federating states territorially delimited on the basis of the settlement patterns, language, identity and consent of the peoples concerned. As such the State of Oromia, for instance, is demarcated on the basis of the Oromo people settlement pattern, the Oromifa language, the Oromo identity, and consent of the Oromo people. Each of the federating States shall have its own State Council composed only of people from its ethnic group and stands the highest organ of the state political leadership.

The Ethiopian capital, Addis Ababa is a -metropolitan city at the center of these ethnolinguistically organized federating states, with a population of about three million (CSA, 2007). Its administration is structured into ten administrative sub cities, the City Council; Sub-City councils, and Kebele (*district level*) councils (Addis Ababa City Charter, 2003). Members of each Council shall be elected by the respective residents. In all cases the political party occupying the majority of seats of the Councilor, or the coalition of political parties, shall form and give political leadership (Addis Ababa City Charter, 2003). The Ethiopian Peoples' Revolutionary Democratic Front —*the coalition of political parties of the Oromo ethnic (the Oromo Peoples' Democratic Organisation); of the Amhara (the Amhara National Democratic Movement); the Tigre (Tigray People Liberation Front); and the Southern peoples (Southern Peoples' Democratic Movement) each representing its own ethnic group*—has won the majority seats in the city council (FDRE Electoral Board, 2015). This entails the fact that, for instance, TPLF in Addis Ababa works primarily to promote Tigre nationalism among the Tigre city duelers and concern for their development in the city governance. Accordingly, the Addis Ababa City Government needs to identify how much of the Tigre-Addis Ababians have got access to quality education, adequate healthcare, housing, electricity and telephone services, clean water supply, etc. in the city; the OPDO quests how much of the Oromo-Addis Ababians, the ANDM concerns for the Amhara-Addis Ababians, or SPDM deals how much of the South-Addis Ababians, or other parties on Addis Ababians of other ethnic origin have got so. That quests for good -metropolitan governance and necessitates evidence-informed

decision by the city government. Evidence on the Addis Ababa city duelers' ethnic lineage therefore informs as to how ethnolinguistic cultural values determine the nature of majority/minority- rule/rights in every aspects of the -metropolitan city political leadership, and thence resource allocation to affect the growth and development needs of each ethnolinguistic society in the city.

## 2 Main role players in the Addis Ababa evidence ecosystem

Evidence flows through ecosystem from generation to end user; and the Addis Ababa City Government facilitates the generation, refinement, distribution and availability of evidence for use to get informed and evidently address the growth and development needs of each ethnolinguistic society in Addis. The evidence needs to be relatable, credible and usable (Shepherd, 2014). In facilitating the beneficial use of evidence, a useful, relevant and dynamic evidence base must be in place with supportive structures dedicated to the effective transmission and uptake of evidence informed interventions and policies along with a workforce able and motivated to apply evidence for the improvement of services (Shepherd, 2014). The City Government of Addis Ababa is organized into the City Council; Mayor; City Cabinet; City Judicial Organs; and Office of the City Chief Auditor (Addis Ababa City Charter, 2003). The City is structured with ten sub-cities each accountable to the city council and with its own Council, Chief Executive, and Standing Committee. Accountable to the respective Sub-Cities Council are about the 200 Wereda *(lowest level administrative organs)* Councils, Chief Executives, Standing Committees; and Social Courts.

The evidence ecosystem outlines various stages within evidence-based governance, particularly on the different producers of evidence (such as governance researchers) and users (such as leadership and public institutions) in the system. Evidence once produced is synthesised, disseminated, implemented, and evaluated for improvement. Evidences for the Addis Ababa metropolitan good governance are generated by the Metropolitan Government Plan Commission (AAPC), Bureaus of Justice (BoJ), Public Service & Human Resource Development (PSHRD), Finance & Economic Development (BoFED), and urban research bodies such as Kotebe (Addis Ababa) Metropolitan University (KMU). Federal government bodies involved in the production of evidence for the city good

governance include the urban development sector in Policy Studies and Research Centre (PSRC), the Ethiopian Development Research Institute (EDRI), Ethiopian Health & Nutrition Research Institute (EHNRI), Ethiopian Justice and Legal System Research Institute (EJLSRI), Ethiopian Institute of Agricultural Research (EIAR), Environment and Climate Research Centre (ECRC), International Livestock Research Institute, Ethiopian Police University College (EPUC), and the Federal Statistics Agency (CSA). International NGOS and donors such as DFID, USAID, GIZ, UKAID, SCFs, and MSFs also play roles in the production of evidences (Teferi, 2016).

The Metropolitan Planning Commission conducts the overall systematic review, makes the evidence summary, and organize the guide for a relevant, structured and living evidence in promoting good metropolitan governance. Notably the Bureaus of the City Finance & Economic Development (BoFED), Education Bureau of Public Service & Human Resource Development (BoPSHRD) Bureau of Justice (BoJ) as well conduct systematic reviews, make specific evidence summaries, and organize specific guidelines of evidence on good governance in their respective scope of authority. These bodies remain accountable for the dissemination of evidences produced with regard to their specific sphere of influence in the metropolitan good governance. The Addis Ababa Mass-Media Agency (AAMMA) as well plays a role in the dissemination process. International bodies and Civil Society Organisations (CSOs) as well synthesize the evidence generated and disseminate accordingly.

The Addis Ababa metropolitan government bureaus, office of city Manager, office of the City Mayor as major actors in the policy process use the evidences to promote and ensure the metropolitan good governance system. The research evidences are used by the Mayor Office, City Manager, City Council and Bureaus, NGOs and Donors (producers as well as users), private consultants, and the civil societies for respective and specific goal achievements. The Ethiopian Ombudsman, Ethiopian Human Right Commission (EHRC), and Ethiopian Anti-Corruption Commission (EACC) synthesize evidences and issue production and dissemination guidelines. The Addis Ababa Planning Commission and respective bureaus of the city government evaluate the evidence disseminated and make improvements in the evidence ecosystem.

## 3 Gaps existing in the Addis Ababa evidence ecosystem

Evidences for good metropolitan governance in a federal state of diversity structured along ethnolinguistic lines need to be generated and synthesized with more relevance and higher quality, primarily based on researches and expertise. The research evidence in the Addis Ababa metropolitan governance system often remains unreliable and off target. This is usually followed by irrelevant and incomplete systemic review plus evidence duplication. Guidelines to disseminate evidences are absent/outdated; the evidence implementation doesn't target most important gaps in the metropolitan good governance revealed in for e.g. equality, equity, inclusiveness and fail to identify updated evidence. The evidence implementation, evaluation, and quality improvement lacks coordination. The data are poor of quality, unstructured and usually remain unpublished. At the center of good governance is decision making, and decisions made based on evidences of such quality remained as a trigger to discontent among the various ethnic communities in the city. Initiatives like What Works centers/networks/brand as an essential part of the evidence ecosystem in a -metropolitan governance play greater role toward sustainable urban development. The Addis Ababa evidence ecosystem misses the What Works. Most importantly the government actors in the ecosystem lack the required research evidence competency, commitment, and expertise. Capacity building programmes are the missing link among these actors to understand, engage, and impact evidence in the Addis Ababa -metropolitan governance evidence ecosystem. I recommend the University of Johannesburg-led Building Capacity to Use Research Evidence (BCURE) programme, hosted by the Centre for Anthropological Research (CfAR) extend its programme aiming capacity building in evidence-informed decision-making (EIDM) in the governments of South Africa and Malawi to the government of Ethiopia as well. The AAPC co-ordinates the use of evidence across the metropolitan government.
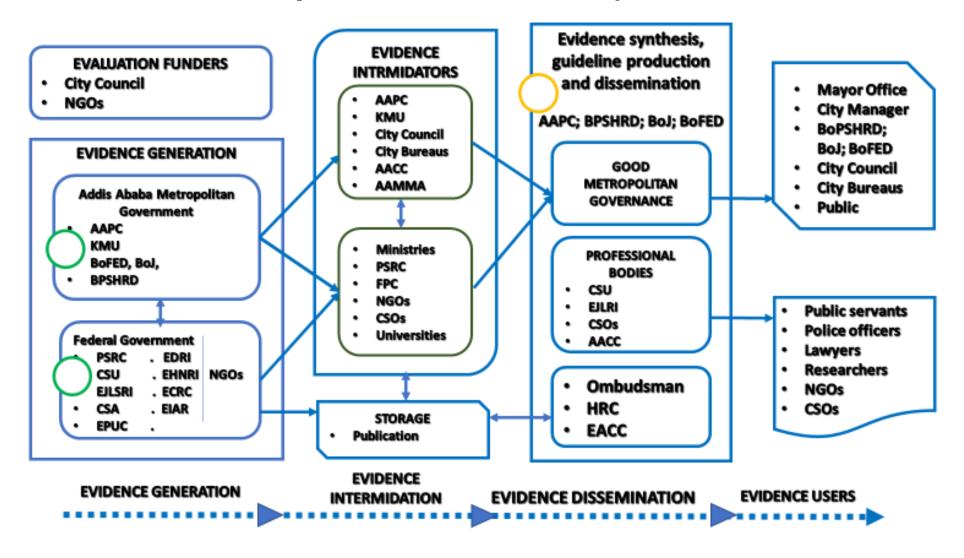
# 4   Conclusion

Good governance in ethnolinguistic federal republics such as Ethiopia and particularly in the city of Addis Ababa can be well promoted with evidence informed policy decisions as the decisions may affect the values and interests various ethnolinguistic community residing in the city. This study observes weaker competency of government actors involved in evidence generation, dissemination, and utilisation process. Capacity building intervention on evidence-based decision making and research methods benefits the Ethiopian evidence ecosystem in promoting good governance most.

At the center of good governance is evidence informed decision making.  For a government to make inclusive policy decisions for e.g. It must identify, who is excluded or whose value may be affected by the decision needs to be evidently identified and the government has to be informed accordingly—*the development of effective public policies*. Efficient implementation of government services is secured by evidence informed decisions and thence targeted resource utilisation; as well as public-private effort on interventions that promote good governance and tackle poverty in Ethiopia. Henceforth the map relates to the three themes of the Evidence 2018 conference: engage, understand, impact.

The map depicts the Ethiopian and in this regard the Addis Ababa Metropolitan government motivation to promote good governance (transparency, inclusiveness, accountability, participation, representativeness, responsiveness, rule of law, efficiency and effectiveness, equality) in government services. The motivation works well and has the potential to be up-scaled. It needs to be supported by research evidence competency (knowledge, skill, and attitude).

# The Evidence Ecosystem: Addis Ababa Metropolitan Good Governance



*Adapted: (Shepherd, 2014)*

# REFERENCES:

(AfDB) African Development Bank . (1999). *Good Governance.* Tunis: AfDB.

(AsDB) Asian Development Bank . (1995). *Governance: Sound Development.* Tokyo: AsDB.

(CSA) FDRE Central Statstistics Agency. (2007). *Census-Addis Ababa.* Addis Ababa: CSA.

(HPR) House of Peoples' Representative. (2003). Addis Ababa City Government Revised
　　　　Charter Proclamation No. 361/2003. In HPR, *Federal Negarit Gazetee* (pp. 2340-2361).
　　　　Addis Ababa: PSPP.

(IFAD) INTERNATIONAL FUND FOR AGRICULTURAL DEVELOPMENT. (1999). *GOOD
　　　　GOVERNANCE: AN OVERVIEW.* London: IFAD.

(UNDP) United Nations Development Programme . (1997). *Governance for Sustainable Human.*
　　　　New York: UNDP.

Andersson, M. (2015). *Unpacking Metropolitan Governance for Sustainable Development.*
　　　　Bonn: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.

FDRE Electoral Board. (2015). *Election Results.* Addis Ababa: EFDRE Electoral Board.

Hofmann, I., & Knieling, J. (2014). *Metropolitan Regions: Definitions, Typologies and
　　　　Recommendations for Development Cooperation.* Bonn: Deutsche Gesellschaft für
　　　　Internationale Zusammenarbeit (GIZ) GmbH.

Kübler, D., & Heinelt, H. (2005). Metropolitan governance, democracy and dynamics of place. In
　　　　D. Kübler, & H. Heinelt, *Metropolitan governance, democracy and dynamics of place*
　　　　(pp. 8-29). London: Routledge.

Shepherd, J. (2014). *How to achieve more effective services: The Evidence ecosystem.* Cardiff
　　　　: Cardiff University.

Stark, N. (2011). *Effective Rural Governance: What Is It? Does It Matter?* London: RGI.
　　　　Retrieved from http://www.rupri.org/Forms/RGI_in_

Teferi, H. (2016). *An overview of role players toward evidence-informed policydecision-makiing
　　　　in Ethiopia: A landscape review.* Johannesburg: Africa Evidence Network (AEN).
　　　　Retrieved from http://www.africaevidencenetwork.org/resources/landscape-maps/

Woods, M. (2011). Rural Governance. In *Rural Geography: Processes, Responses and Experiences in Rural Restructuring* (pp. 160-171). Paris: SAGE. doi: http://dx.doi.org/10.4135/9781446216415.n11

World Bank. (1992). *Governance and Development.* New York: WB.

Zimmermann, U. (2006). Metropolitan Governance. In *Encyclopedia of Public Administration and Public Policy* (pp. 1-4). Kenessaw: Taylor & Franci. doi:0.1081/E-EPAP-120041422