

Final Draft

CSOs/NGOs IN ETHIOPIA
Partners in Development and Good Governance

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A Report Prepared for the Ad Hoc CSO/NGO Task Force

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Table of Contents

Table of Contents	1
Acknowledgments	3
Acronyms	4
Executive Summary	5
1 Introduction.....	8
2 Methodology	8
3 Terms and Definitions	9
4 The Format of the Report	10
5 Growth and Diversity of the Voluntary Sector	11
5.1 Background.....	11
5.2 Growth and Diversity.....	12
6 Gaining Support and Recognition.....	16
6.1 Donor Commitments Relating to CSOs/NGOs.....	17
7 Overall CSO/NGO Contributions to Development and Good Governance.....	24
7.1 Resource Mobilization	24
7.2 Resource Use and Distribution	25
7.3 Beneficiaries	27
7.4 Contributions to National Policy and Programme Directions	28
7.5 Weaknesses and Limitations.....	30
8 Contributions to Agricultural and Rural Development.....	33
8.1 Agriculture and Rural Development: Relevance and challenges	33
8.2 NGO/CSO Participation in Agriculture and Rural Development.....	35
8.3 NGO/CSO Contributions towards addressing challenges in Agriculture and Rural Development.....	36
8.4 Conclusion	61
9 CONTRIBUTIONS TO HUMAN DEVELOPMENT.....	63
9.1 Contributions in the Health Sector.....	67
9.2 Contributions in the Education Sector	70
9.3 Child Protection and Welfare.....	72
9.4 Institution Building and Empowerment.....	75
10 Contribution to Good Governance and Democracy.....	79
10.1 Governance, Democracy and Human Rights: Use of Terms and the Context.....	79
10.2 Profile and Scope of CSOs Engagement in Governance	80
10.3 CSOs Contribution in Promoting Good Governance.....	81
11 Implication of the Draft Charities and Societies Proclamation.....	93
11.1 Aspects of the Draft Proclamation with Positive Implications.....	93
11.2 Potential Adverse Implications of the Draft Proclamation	94

12 Recommendations	98
References	99
Persons Interviewed	102

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Acronyms

ACP: Africa, Caribbean and Pacific
AEMFI: Association of Ethiopian Micro-Finance Institutions
APAP: Action Professionals Association for the People
BEA-E: Basic Education Association-Ethiopia
BOFED: Bureau of Finance and Economic Development
CBO: Community Based Organizations
CORHA: Consortium of Reproductive Health Associations
CPU: Child Protection Unit
CRDA: Christian Relief and Development Association
CSF: Civil Society Fund
CSO: Civil Society Organization
DAG: Donor Assistance Group
DPPC: Disaster Prevention and Preparedness Commission
EC: European Commission
ESDP: Education Sector Development Program
EU: European Union
FAO: Food and Agricultural Organization
FSCE: Forum on Street Children Ethiopia
GO: Government
HAPCO: HIV/AIDS Prevention and Control Office
HSDP: Health Sector Development Program
MDGs: Millennium Development Goals
MOFED: Ministry of Finance and Economic Development
MoH: Ministry of Health
MoJ: Ministry of Justice
MWA: Ministry of Women's Affairs
NBE: National Bank of Ethiopia
NGO: Non-Government Organization
NSA: Non-State Actors
OVC: Orphaned and Vulnerable Children
PASDEP: Plan for Accelerated and Sustained Development to End Poverty
PBS: Protecting Public Services
PLWHA: People Living with HIV/AIDS
RRC: Relief and Rehabilitation Commission
SACC: Savings and Credit Cooperative
SNNPR: Southern Nations Nationalities and Peoples Region
STI: Sexually Transmitted Infection
TOR: Terms of Reference
UNDP: United Nations Development Programme
UNICEF: United Nations Children's Fund
USD: United States Dollars
VCT: Voluntary Counseling and Testing

Executive Summary

Like in other countries, non-governmental and civil society actors are visible on the overall institutional landscape of Ethiopian society. Because of the specific contexts, compared to many other African countries, the Ethiopian NGO/CSO community is not that developed in terms of diversity, size and capacity. During the last two decades the community has had, in relative terms, some opportune moment for growth in size, diversification in make-up and self-organization for active participation in the national socio-economic process. At the same time, the community was also engaged with the government for the enactment of a legal framework that would further facilitate and legitimize the sectors' position in society. The task is yet to be finished, and this study itself is initiated by the *CSO/NGO Enabling Environment ad hoc Taskforce* for that purpose.

The main objectives of the TOR provided by the Taskforce were: exhaustive assessment of the contributions of CSOs/NGOs to the development effort of the country; documentation of roles played by CSO/NGO community in addressing the social and economic problems of the marginalized sections of the population; and illustration of geographic and sectoral spread of programmes and size of the resource outlay are the main objectives of the study.

The three-person consultancy team, after five weeks of work based on documentary sources and brief field visits has produced this report whose key findings are the following

On size of the CSO/NGO community

According to the registry of Ministry of Justice (2007) a total of 2,305 organisations have acquired legal registration at federal level. Local NGOs accounted 75% (1,742) of the total, while International NGOs were 234, professional associations 149, and 125 civic advocacy groups. Particularly the size of local NGOs represented significant numerical strength compared to where it was some five years back. In addition to the federal-level, regions, too, have registered many more localized NGOs, and if included the total number of legally registered CSO/NGOs would be in excess of 3,000.

On distribution

CSO/NGOs are widely distributed and can be found in all Regions of the country. Oromia and Addis Ababa have more operational NGOs (229 and 217, respectively), while Dire Dawa, Harar and Gambella have the least numbers (11, 12 and 11, respectively).

On the size of resources mobilized

Evidence compiled by NBE shows that the global resources mobilized by the voluntary sector are immense and this has benefited the country's economy significantly. Between

2004 and first-half of 2008 the total of NGO transfers amounted to US\$1.78 billion. The annual break-down of this is greater than earnings from the export of coffee.

The EC mapping study produced in mid-2008 estimates that between 2004 and 2007 NGOs' budget for over 2000 projects throughout the country was about 10 billion Birr.

On Sectoral/Thematic Targets

The bulk of NGO resources have gone into human development (health, education, child welfare) and agriculture and food security. These are the same priority areas emphasized by the government's poverty reduction program as set out in PASDEP. In the Agriculture and rural development, NGO/CSOs have invested about 3.8 billion Birr between 2004 - 2008, and this amount is 1.6 billion Birr more than the aggregate amount (2.2 billion) assumed to be generated from the private sector, and communities for implementing the agricultural and rural development components the PASDEP (2005 - 2009/10).

Mode of Participation

The study verified that CSOs/NGOs indeed operate inside the framework of the country's development and poverty reduction plans and strategies. To ensure this, regional and local governments have developed systems and structures for interaction and integration.

Beneficiaries

The bulk of the development and service-oriented projects have gone to the rural areas. Poor peasants, children, women, and vulnerable groups here have been the target of program activities. In the urban areas, the beneficiaries have been children, poor women, marginalized households and youngsters without opportunities for education and employment.

Piloting and innovation

NGOs have experimented and successfully piloted approaches and technologies which eventually came to be part of the governments' national strategies and programmes in different sectors. Examples include community-based approaches to health services; alternative basic education; technologies for water-lifting and apiculture; improving access to finance and market by the rural poor and promotion of new and high-value crops and stocks. The detail of each of the above is included in the sectoral reports. Some of these innovations contributed to areas where Ethiopia registered relatively best result towards attaining the national and Millennium Development Goals. Hence, it can be said that NGO/CSOs have provided models of systems and technologies that informed and shaped the governments' development plan and strategies.

NGOs have provided considerable support to **capacity building of government agencies, particularly at local-levels and in the remote parts of the county**. Such support has contributed to effective leadership, improved responsiveness and positive orientations to the poor, the rights of children, women, and other marginalised groups.

The support of NGO/CSOs in reviving and strengthening grassroots community organisations and institutions has positively contributed to **social activism and pluralism** in society.

In general, the participation of CSOs/NGOs in the overall development effort of the country has had a significant impact: on the lives of the poor and the disadvantaged, and the broad range of basic services made accessible to them; on the country's economy and the development programs; on the process of democracy building, access to justice and good governance; on public awareness and empowerment; on the capacity of government agencies especially at the woreda and kebele levels.

The study shows that currently NGO/CSOs are primarily engaged in addressing the root causes of poverty and vulnerability, as well as helping to build institutions for good governance and democracy-building. In rural areas, short-term relief distribution is not any more an important part of their program activities. Instead, they are concerned mainly with strengthening of awareness, transfer of skills and technologies, supporting institutions, and promoting linkages. The study is convinced that further facilitation of these engagements would create grounds for achieving even more useful contributions to the national effort of addressing poverty, vulnerability and promoting good governance and democratic practice.

This study is convinced that the approach of issue-based advocacy utilised by NGO/CSOs so far have been neither mutually exclusive from 'service delivery' nor confrontational in nature. At the decentralised level with expansion of avenues for interaction opportunities for such advocacy are rather expanding.

From the field visits as well as other sources, the study team did not find evidences that compel asserting NGO/CSO influence or dictation on decision making process. Besides, at the decentralized levels, nether organizational identity nor source of funding are counted as factors for inclusion or exclusion from discussion and dialogue processes. Instead, performance or merit is key criteria.

1 Introduction

This study has been prepared pursuant to the terms of reference (TOR) provided to the Study Team by the Ad Hoc CSO/NGO Task Force. The main objectives of the study noted in the TOR were the following:

- ❖ To conduct an exhaustive assessment of the contributions of CSOs/NGOs to the development effort of the country
- ❖ To document the magnitude of CSO/NGO's role in addressing the social and economic problems of the marginalized sections of the population
- ❖ To compile the distribution of CSO/NGO programs/projects across the Regions of the country, disaggregated into sectoral programs/projects, beneficiaries, and the corresponding budgets allocated for undertaking these programs/projects.

The government has recently issued a draft law entitled “Charities and Societies Proclamation” which has been widely discussed within the voluntary sector and raised deep concern among most organizations. The Study Team is aware that the findings of the study will be used as a tool for advocacy and lobbying of public officials and decision makers in the interests of making a positive input in the draft legislation that will soon be presented to Parliament. The document is also intended to advance the interest of the voluntary sector, promote public awareness and help bring about a more enabling policy environment for the sector to allow it to carry out its responsibilities.

In view of the intended use of the study and the need to have it completed for timely public debate and advocacy, the time available for investigation and field work was quite short. A broad and extensive study as envisaged by the TOR would have required much more time and resources than was available to the Task Force. Nevertheless, given the circumstances, the Study Team has made all efforts to meet the objectives noted above and to address the concerns of the Task Force in particular and the voluntary sector in general.

2 Methodology

Notwithstanding the time and resource constrains, the Team has been able to employ a broad range of quantitative and qualitative methods in its research. The following were the main sources of quantitative data and qualitative information, views and insights gathered for the Study.

- ❖ Identification of 4 Regions for short field visits: Addis Ababa, Oromia, SNNPR, and BeniShangul. Field visits to these Regions were undertaken and interviews held with relevant public officials, CSO/NGO staff, and project beneficiaries. Documents useful for the study were also collected

- ❖ Extensive use of the available documentation, particularly works produced in recent years. Studies, reports, papers, published and unpublished works from the voluntary sector, donors and international organizations, government agencies, researchers and conference proceedings were consulted.
- ❖ Access to documents containing policy statements, agreements, and related instruments between donor organizations and the Ethiopian government having a bearing on civil society and the voluntary sector
- ❖ Information from selected CSOs/NGOs by means of an electronic questionnaire
- ❖ Information from relevant websites of CSO/NGOs, government agencies, donor groups, and international organizations
- ❖ Benefits from the knowledge, experience, and insights of members of the Study Team. All three members of the Team have extensive experience working in and serving as consultants or resource persons for the voluntary sector.

3 Terms and Definitions

In the general literature, the organizations that are the object of this report are known by a variety of names: the voluntary sector, civil society, non-government, or not-for-profit organizations, non-state actors, charities, or private voluntary organizations (PVOs). The recent EC mapping study uses the term “non-state actors” or NSAs which includes a broad range of organizations, including cooperatives, trade unions, and CBOs (such as *iddirs*). In this study we shall use the terms voluntary sector, and CSOs and NGOs.

There is often controversy with regard to the definition of the organizations concerned, what they include or exclude and what the range and scope of their activities are. It will not serve any useful purpose for us to enter into this controversy. In this report we are concerned with all organizations that are *registered* with the *Ministry of Justice* and operate in accordance with its rules and regulations. This excludes cooperatives, trade unions, and informal customary and non-customary organizations.

The Ministry of Justice groups the organizations under its auspices into five main categories: local or national NGOs, international NGOs, professional associations, civic and advocacy groups, and religious organizations. For our purposes it may be best to incorporate faith-based organizations into the other groups, depending on their activities since their work is what matters and not their religious affiliation. Thus, this report acknowledges the following broad categories:

- ❖ Non-government organizations. These may be both local and international; they are primarily engaged in development activities, relief and rehabilitation work.

- ❖ Governance and advocacy organizations. These include all those whose activities are mainly concerned with human rights, good governance, and advocacy. They include also environmental advocacy and voter-education groups.
- ❖ Professional associations. Such groups may also engage in development work and advocacy activities in addition to their core concerns.

Different works have employed different formula for grouping the organizations concerned and there is no common approach at the moment. Our approach is mainly for analytical purposes but we recognize that there is no rigid separation of one group from another. There are a good number of NGOs, for example, which have adopted the rights approach and combine advocacy and good governance issues in their development or service delivery activities. Some governance and advocacy organizations also combine what may be defined as development work in their programs.

4 The Format of the Report

This report is divided into several sections. In what follows, Section 5, we first provide a brief background and the historical evolution of the voluntary sector. This will help place the subsequent analysis in context. This is followed (Section 6) by a discussion of the support and recognition that the voluntary sector has gained over the years from government and the international donor community. We discuss the policy and assistance instruments relevant to the voluntary sector that have been approved by the donor community and the government as evidence of the significance of the sector to national development and democratic change. Section 7 is one of the main foci of the report which highlights the overall contributions of CSOs/NGOs to the development effort of the country as well as to democracy building and good governance. Here we provide data and analysis of the resources that they continue to mobilize, and the distribution of these resources across programs and development needs. This is followed by detailed discussion in Sections 8 to 10 of the diversity of program activities and their impact in three broad areas, namely:

- ❖ Agriculture and rural development
- ❖ Human development, in particular in health, education, child welfare and protection, and institution building
- ❖ Good governance, democratization and advocacy

In the last two sections of the report we present an analysis of the likely impact of the new draft legislation on the work of CSOs/NGOs (Section 11). This is followed by Section 12 which provides a set of recommendations which we hope will be seriously considered by the Task Force in the light of the new draft legislation noted above and the future concerns of CSOs/NGOs.

5 Growth and Diversity of the Voluntary Sector

5.1 Background

There are two important aspects in the evolution of the voluntary sector in Ethiopia that have had an enduring impact on the sector: one was that until very recently the sector consisted of a small number of organizations, and the second that they have operated under difficult and sometimes trying circumstances. Both the Imperial and Derg regimes were unwilling to tolerate independent citizen activism and to allow autonomous non-state organizations. As we shall see further down, both regimes were forced by pressing circumstances, namely environmental disaster and human crisis, to allow NGOs to operate in the country. In the beginning most of these were Northern NGOs and faith-based local groups, all of which were expected to engage in activities which were considered “safe”, such as relief and rehabilitation work. The changes since the fall of the Derg and the establishment of the current Federal government has brought with it a degree of liberalization and the opening up of the political space, nevertheless, the relations between the voluntary sector and the Federal government continues to be a cause for concern to the sector as well as to its supporters in the international community.

The voluntary sector in Ethiopia, as we have defined it here, has a short history, going back in effect to the last years of the Imperial regime. When the Civil Code containing the law of associations meant to govern all voluntary organizations was issued in 1960, there were hardly any active organizations that may be described as NGOs or CSOs in the proper sense of the word. By the latter part of the 1960s, there were a small number of professional associations registered with the Ministry of Interior, which was then the regulating body, but these were mainly concerned with the basic interests of their members and professions and did not play any significant role in development or other public issues. There were also government supported women’ associations, patriotic groups and others but these played a marginal role and had only a muted voice.

The ethnic-based associations that emerged during this period, and among which the Guraghe Road Construction Association was the earliest, performed a useful function in terms of gathering resources to invest in basic infrastructure such as roads in their own communities. On the other hand, there were large numbers of customary self-help organizations both in the urban and rural areas which played an important role in the lives of individuals and families, however, since they were informal institutions they did not fall under the purview of the law of associations.

The sector may be said to have began active life in the early 1970s when as a result of the devastating famine in Wollo and Tigray and the global publicity it received the Imperial regime was forced to open its doors to international and local NGOs to undertake relief and rehabilitation activities. When the Christian Relief Fund, later called CRDA was formed as an umbrella organization in 1973, it drew about a dozen organizations of which the majority was faith-based groups. The equally tragic famine of the mid-1980s

saw more NGOs established in the country to engage in the relief effort. At the time the Derg had consolidated its power and established a hard-line “Stalinist-communist” political and economic system. Here too, the Derg allowed NGO interventions grudgingly but kept a watchful eye on the work of the organizations. Both in the earlier period and later during the Derg, NGOs were engaged primarily in relief operations, however, they were able subsequently to shift from relief work to rehabilitation and later to development activities though in both cases they were expected to conform to the policy framework established at the time.

5.2 Growth and Diversity

Until the mid-1990s, the growth of the voluntary sector was quite slow by international standards, and by the end of the 1980s the strength of the sector was relatively small compared to many African countries as well as to the size of the country’s population. By the latter part of the 1980s there were perhaps sixty to sixty-five NGOs operating in the country of which the great majority were international organizations. After the fall of the Derg, there was a steady increase all through the 1990s, and accelerated growth from the end of the decade onwards.

What is distinctive about the changes that occurred in the late 1990s and later was not only the numerical growth of the sector but its diversity in many respects. These changes may be described as follows:

- ❖ Growth in the numerical strength of the sector as a whole.
- ❖ Growth in the strength and activism of local or national organizations, and the relative decline of international NGOs
- ❖ Growth in diversity: in the post-1990s there were not only relief and development organizations but also those that undertook human rights, governance and advocacy programs, voter education, environmental advocacy, and public policy investigation and monitoring activities

The tables below show the evolution of CSOs/NGOs in the country both in terms of numbers and diversity in the post-Derg period. The first table looks at NGOs only and the second at all categories of the voluntary sector

Table 1. **Growth of National and International NGOs**

NGOs	1994	1996	1998	2000	2007
NNGOs	24	96	160	246	1742
INGOs	46	96	119	122	234
Total	70	192	270	368	1976

Source: Dessalegn 2002; MoJ 2007

Two points are worth stressing here: these are the accelerated growth of NGOs as a whole and the rapid expansion of local NGOs in particular.

According to data compiled by the Ministry of Justice in 2007, the number of organizations in the country as a whole stands at over 2300 as shown in the table below.

Table 2. Current Number and Diversity of CSOs/NGOs

Organizations	Number
National NGOs	1742
International NGOs	234
Prof. Associations	149
Civic advocacy	125
Religious groups	8
Adoption agencies	47
Total	2305

Source: MoJ Data base, March 2007.

The number could very well be much higher at present as new organizations have been registered since this information was compiled. Moreover, the MoJ data does not include organizations registered by Regional and Zonal authorities. It is thus safe to suggest that at present there are close to 3000 CSOs/NGOs working throughout the country. The sector today has grown nearly fifty times from what it was in the decade of the 1980s. Moreover- and this is an important point- the establishment and active engagement of organizations concerned with governance, human rights and advocacy is a result of the liberalization of the enabling environment since the fall of the Derg. These organizations would not have been allowed to operate either in the Imperial or Derg regimes.

CSO/NGO activities are widely distributed throughout the country and both in urban and rural areas. However, there is less concentration of projects in the more marginal Regions and hence relatively less investment here. There are more on-going projects in the bigger Regions, particularly in Oromia, Amhara, SNNP, Tigray and Addis Ababa. The table below gives a breakdown of on-going projects by Region.

Table 3 NGOs with Ongoing Projects by Region

	INGOs	NNGOs	RNGOs	Total
Oromia	53	176	-	229
Addis Aba	44	173	-	217

SNNPR	28	70	-	98
Amhara	34	41	15	90
Tigray	14	9	43	66
Somali	22	17	15	54
BSGR	14	3	24	41
Afar	11	7	0	18
Dire Dawa	5	6	1	12
Gambella	7	1	4	12
Harari	3	8	-	11
Total ¹	235	511	102	848

Source: EC 2008

Another aspect that needs to be emphasized is the growth of network organizations in the last ten years. For many years CRDA was virtually the sole umbrella organization established in the country. At present however there are a growing number of networks, consortia and coalitions, although some of them are not sufficiently active or dynamic. The table below provides a list of the main network organizations in the country. The list shown is based on available information but there is reason to believe that there are other, perhaps informal networks in existence for which we have not been able to find evidence.

Table 4. **Local network organizations**

Network	Particulars
Assoc. of Ethiopians Living with HIV/AIDS	Est. 2004. Alliance for PLWHA organizations. Engages in advocacy
Assoc. of Ethiopian Microfinance Institutions	Est. 1999. Forum for microfinance organ's. Has 26 MFI members
Basic Education Association-Ethiopia	Est. ? Promotes basic education programs. Has 37 member organizations
Consortium of Reproductive Health Assoc.	Est. ? Network for mainly women groups engaged in reproductive health work
Christian Relief and Development Association (CRDA)	Est. 1973, registered 1975. Oldest and largest umbrella organization for NGOs in Ethiopia. 266 member organizations
Ethiopian Civil Society Network for Elections	Est. 2005 by voter education groups. 24 members
Ethiopian Inter-Faith Forum for Development	Est. 2002. Faith-inspired development forum. 21 faith-based member groups
Network of Ethiopian Women Associations	Est. 2001. Engaged in gender equality; capacity bldg of women associations. 35 member organizations
Network Organizations Working in Support of Orphans and Vulnerable Children	Est. 1999. Network for OVC. Plays advocacy role; promotes children's rights. 118 members, of which 80 in the <i>killils</i>
Pastoralists Forum Ethiopia	Est. 2003. Pastoralists' rights, policy advocacy. 23 member organizations
Poverty Action Network Ethiopia	Est. 2004. Poverty reduction monitoring; advocacy. 90 member organizations

¹ The total figure, except for regional NGOs, does not tell the actual number of NGOs as many of the national and INGOs have operational presence in more than one region.

Union of Ethiopian Civil Society Associations	Est. 2004. Network for advocacy and human rights organizations. 25 members
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Source: SAG 2006; Own field notes.

The important point that may be drawn from the table is that it indicates the growing awareness of CSOs/NGOs of the importance of networking and working in concert. There has been criticism of the working modalities of CSOs/NGOs in the literature: they have been accused of working in isolation and not being keen to engage in collaboration or networking. The evidence shown here may not allay all the criticisms but shows a step in the right direction in this regard. Networking provides many advantages and opportunities that some of the more active organizations in the country are beginning to tap into and benefit from.

6 Gaining Support and Recognition

As the voluntary sector has grown, diversified and expanded its program activities and areas of public engagement, it has gained increased support and recognition from many quarters. The government itself has gradually opened avenues for CSO/NGO involvement in many areas. PASDEP, the government's poverty reduction document recognizes the strong role NGOs have and will continue to play in the effort to overcome poverty and meet the Millennium Development Goals, MDGs (see the discussions below for details). Informed opinion holds that the government will find it difficult to meet the MDGs, especially in the nutrition, health, education and water sectors, without the active intervention of the voluntary sector.

The government's local level decentralization program launched at the beginning of the 2000s envisages an important role for the organizations in local level planning and program implementation. Many Regions have defined roles for them in their broad strategic planning efforts as well as development programming. A number of the documents from the Regional bureaus that the Study Team obtained maintain that many of the gains achieved in poverty reduction and other areas in the last half decade were due in part to the contributions of CSOs/NGOs. As we shall see in the sectoral discussions further down, officials from a variety of government bureaus and offices at the Regional and woreda level not only work closely with but recognize the strong support of NGOs and their contributions to the development effort. Similarly, a good number of Federal level agencies, such as the Women's Affairs Ministry, the Human Rights Commission, the Institution of the Ombudsman, HAPCO, the Ministry of Health and others are willing to work with CSOs/NGOs. MOFED, which is responsible for overseeing the implementation of the poverty reduction program recognizes the role of CSOs/NGOs in monitoring the program. There are periodic consultations held between the organizations and responsible officials at MOFED.

CSOs/NGOs have also gained strong recognition and support from the donor community. This is evidenced by the fact that the financial support provided to the voluntary sector by donor groups has been increasing over the years. Periodic evaluation reports on the activities of the sector produced by a number of major donors provide a positive picture and recommend further encouragement and support on the one hand, and improvements in the enabling and policy environment on the other. The reports point out limitations and challenges facing the organizations and suggest options for improvement and for meeting the challenges².

More importantly, donors' support and confidence is reflected in their policy documents and the country assistance programs and agreements that have been signed between them

² See recent reports by EC, Sida, and the World Bank. Earlier evaluations by consultants for PACT make similar conclusions.

and the Ethiopian government. In what follows we shall look at some of the important ones that have a bearing on the voluntary sector.

6.1 Donor Commitments Relating to CSOs/NGOs

Ethiopia is one of the least developed countries, as a result it is highly dependent on external assistance. According to the World Bank (2007), aid flows now are equivalent to about eight percent of the country's GDP, and currently, external assistance covers one-third of the country's national budget. All the indications are that further increases in development assistance will be required to sustain on-going economic growth and capacity building as well as to enable the country to meet the MDGs. On the other hand, the country continues to be burdened by frequent and endemic humanitarian crisis, and consequently humanitarian and food aid constitutes between 30 – 50 percent of total aid³. Bilateral and multilateral assistance continues to be provided largely by the country's traditional donors, among which some of the most important include: USA, Japan, Germany, and the Scandinavian countries, on the one hand, and the World Bank, UN agencies, European Union and the African Development Bank on the other.

There is, in principle, broad agreement among the country's major donor groups regarding increased aid through various mechanisms, provided there is a conducive domestic policy environment and institutional capacity to use the increased resources effectively for development and improved service delivery. Many of the support mechanisms thus emphasize the need for institutional capacity building and, more importantly, for improved governance, citizen participation and accountability. Among the important mechanisms financed by multi-donor funds are PSCAP (Public Sector Capacity Building Program) and PBS (Protecting Public Services).

At present, both the multilateral support mechanisms noted above as well as many bilateral assistance agreements and protocols approved by Ethiopia place strong emphasis on the need for improvements in governance, including democratic practices, accountability and citizen participation. There is recognition that economic development cannot be separated from governance issues and that progress in the one sphere is dependent on progress in the other. Here, the important role civil society organizations can play not only in contributing to the development process but also in democracy building, improving citizen participation and public service delivery is clearly recognized and supported through a variety of assistance programs. As we shall see below, many of these programs envisage partnership and dialogue between government and CSOs, and provide assistance to enable them to monitor public sector program implementation, and to engage in advocacy for the rights of the poor and disadvantaged population groups. Both bilateral and multilateral donor agencies, including UN-affiliated ones, not only work in partnership with CSOs but many of them also include the voluntary sector as an important component of assistance programs provided to the country.

³ www.dagethiopia.org

In what follows we shall look at some of the main agreements, assistance mechanisms and formalities that have been approved, supported or acknowledged by the Ethiopian government that provide the framework for external assistance, particularly as it relates to the role and place of civil society in the country.

Ethiopia, the European Union and the Cotonou Agreements

The ACP countries and the European Union concluded a new 20-year Agreement of cooperation in June 2000, replacing the earlier LOME Conventions. The Agreement came into force in April 2003, after all the countries involved, including Ethiopia, had ratified it⁴. Among the factors that make the Agreement different from the Convention are: giving emphasis to political issues,; and recognizing the important role of what the document calls “non-state actors” (NSAs), especially civil society organizations. The earlier Convention was primarily focused on “economic cooperation” and did not venture into the political dimensions nor did it give attention to not-for-profit organizations. The three main “pillars” on which the Agreement is built and on which the modalities of cooperation between the European Union and the ACP countries are based are: economic cooperation, trade, and political dimensions. The Agreement commits both parties to cooperate in the fight against poverty, to support democracy, and promote sustainable economic growth and development. Development cooperation between the EU and individual countries is based on a five-year cycle, determining how much money the EC will commit to the ACP countries. The current funding cycle mechanism is known as the 9th European Development Fund which has set up over 13.5 billion Euros to be shared by the ACP countries.

An important feature of the Cotonou Agreement is the emphasis given to the role that non-state actors can play, alongside governments, in fighting poverty, delivering social services, promoting growth, and fostering democracy and good governance. The term “NSA” is quite broad and encompasses many categories of social and economic actors but the ones which are the major focus of attention in the Agreement are civil society organizations. The Agreement envisions two major roles for NSAs: a) as service providers, or implementing agencies; b) as partners in dialogue, or advocacy agents. Organizations may play either or both roles. Article 4 states “...the Parties recognise the complementary role of and potential for contributions by non-state-actors to the development process”. Article 10 stresses that the “greater involvement of an active and organized civil society” is essential for the “maintenance and consolidation of a stable and democratic political environment”. The Agreement commits the ACP countries to facilitate the participation of NSAs in all aspects of national development and democracy building. Participation here is taken to be not a favor that governments may or may not grant to their civil society organizations but a legal right to which all organizations engaged in lawful activity are entitled.

⁴ ACP Secretariat, 2003. *The Cotonou Agreement: A User’s Guide for Non-State Actors*. Brussels. See Chs. 2 and 3

As one of the signatories, the Cotonou Agreement commits the Ethiopian government to respect all the provisions contained in it and to recognize the underlying principles on which the Agreement is based. The European Union is an important development partner of this country and has been providing extensive financial, technical and humanitarian support over the last three decades. It is the third largest provider of multilateral development assistance after the World Bank and the organizations in the UN system (i.e UNDP, FAO, UNICEF, etc). Moreover, more than 50 percent of the food aid provided to the country over the last decade has come from three donors, of which the EU is the largest followed by the US and Canada. As noted above, following the signing of the Cotonou Agreement, EU support to civil society and encouraging government/CSO collaboration has become an important component of its partnership and cooperation with the government.

Formed in the context of the Cotonou Agreement, the Civil Society Fund in Ethiopia (CSF), which was set up 2005 under a financing agreement of the 9th European Development Fund, is a joint initiative of the European Commission and the Ethiopian government⁵. CFS seeks to build the capacity of CSOs in Ethiopia, enhance coordination and networking among them, and improve their competence to dialogue with the government and the EC. The strategic management of CSF is guided by a Steering Committee composed of representatives of the Ethiopian government, civil society and the European Union, while its day to day operations are managed by a Technical Assistance Unit. The Cotonou Task Force, established in 2004, acts as the main reference group for the EC. CSF operates through a grant-making scheme to CSOs in the country, and at present it supports some 80 project holders.

The Donor Assistance Group (DAG)

The DAG is a group of multilateral and bilateral donor organizations based in Ethiopia formed for the purpose of better coordination and harmonization of donor assistance to and engagement with the government of Ethiopia. DAG started out as a forum for information sharing among members but now considers itself as a “community” with a common voice and a stronger partnership with the government. Its main partners are the Ethiopian government, civil society organizations and the private sector. DAG meets regularly with senior officials of government for policy dialogue as well as the implementation of PASDEP and sectoral programs. The DAG may be considered as a “consortium” of the major support partners of the country and on which the government relies for a greater part of the external resources it uses for development programs, poverty reduction as well as emergency operations.

The DAG’s partnership modalities are set out in a number of documents of which two recent ones are sufficient for our purposes here⁶

⁵ www.deleth.ec.europa.eu

⁶ Donor Assistance Group (DAG) 2006. A Governance Strategy for Ethiopia. Governance Technical Group, Addis Ababa, July; also: , www.dagethiopia.org

The governance strategy document emphasizes that governance cannot be separated from the development agenda: the process of decision and policy making, resource allocation and management, and the relationship between citizens and the state –all of which are elements of the governance agenda- determines poverty reduction and development in general. The document, drafted in 2006 and discussed with the government, was an attempt to take forward the government’s plan for good governance and democratization set out in PASDEP and arrive at a common agenda with which donor’s can harmonize and co-ordinate their engagement with the government. One of the principles which govern such engagement states that:

“... poverty elimination [is] not possible without, *inter alia*, democratic pluralism. Pluralism is increasingly seen as an engine that drives state development and transformation. Effective states are states characterized by having effective institutions of governance that are predictable, responsive, open and transparent. History shows us that institutional development taken to this level has resulted from processes of bargaining between the state and civil society. Therefore, we also recognise that civil society is a key development partner, and that it has a role to play not just [in] service delivery but in advocacy, policy formulation and M&E. We will thus promote the involvement of representatives of the Ethiopian civil society in all aspects and at all levels of the processes [of] democratization and good governance as long as such representation upholds the Constitution. (2006: pp. 9-10)

The document goes on to note the commitment of the DAG to building the capacity of civil society organizations and secure entry points for their input into the policy dialogue. It recognizes that while “our Government partners do not always share” this view and commitment, the DAG will work with all stakeholders to “improve CSO accountability and transparency”.

The DAG strategy sets out six sub-groups accountable to its Governance Technical Working Group. The sub-groups each chaired by one donor are:

1. Justice System Reform, chaired by France;
2. Human Rights and Conflict Prevention, chaired by U.K’s DFID;
3. Democratic Representation, chaired by UNDP
4. Access to Information, chaired by USA
5. Democratic Decentralization, chaired by GTZ
6. Civil Society Participation, chaired by Ireland

The second document is a brief statement of intent of DAG describing the specific ways in which partnership between it and civil society is expected to be sustained. The DAG has committed itself to provide support to civil society in four broad areas: strengthening civil society networks; developing policy research and advocacy work; monitoring of poverty reduction program and policy implementation; and capacity building of different civil society constituents. At the end of 2006, the DAG initiated plans to establish a Civil Society Support Program (CSSP) whose overall goal was envisaged as contributing “to the achievement of national goals of promoting development, reducing poverty,

strengthening democracy and ensuring good governance and accountability in Ethiopia”. The CSSP is expected to achieve the following results:

- Enhanced enabling environment for civil society;
- Enhanced CSO capacity for networking, coalition building, and advocacy, as well as development partnerships in the areas of governance, human rights and empowerment, at regional and local level;
- Strengthened policy dialogue between civil society and government as well as between civil society and donors.

Bilateral Donor Partnership with Civil Society

A number of donors have close partnership programs with civil society on a bilateral basis⁷. One example is Swedish Sida which since 2003 has had a cooperation program with CSO/NGOs as part of its Country Development Strategy. Sida recognizes that the voluntary sector has played an important role in reaching the poor and disadvantaged groups and providing support to vulnerable populations. This program is a complement to working with the government and the private sector. The major priority areas for co-operation and CSO engagement include the following:

- Human Rights, Democracy and Governance
- Sexual and Reproductive Health and Rights (SRHR) including HIV/AIDS
- Women's Rights and the fight against Female Genital Mutilation (FGM)
- Children's Rights, and
- Environmental Protection

The program has been implemented through nine specialised umbrella organisations and 155 partner NGOs spread geographical throughout out the country. Under the first phase of the program, ie. 2004-2007, Sida allocated SEK 120 million. In addition, there has been a budget extension of SEK 39.4 up-to December 2008 when Sida will decide how and in what manner the cooperation program will be extended.

There are programs of similar nature supported by other donors, such as Norway, the U.K's DFID, Canada and others.

Protection of Basic Services (PBS)

Following the completion of the country's first generation poverty reduction program, the SDPRP, considerable gains were registered in many areas and in particular in the delivery of basic services, such as education and health. The government's commitment was

⁷ Sida, Embassy of Sweden 2008. Evaluation of the Swedish CSO/NGO Co-operation Programme, Ethiopia, 2004/05-2006/07, Final Report. Addis Ababa, July

further evidenced by its decision to increase public expenditure on these services, as well as water supply, roads and agriculture on the one hand, and by the program of woreda-based decentralization and the transfer of public funds to woredas, on the other. Woredas and kebelles have since become the focal agents of development and service delivery, and in order to sustain the gains made, their efficiency and effectiveness will have to be continually improved and their capacity built up. If the country is to meet some of the Millennium Development Goals within the set time frame, it will have not only to maintain high levels of public spending on basic services but also ensure an efficient and capable system of program implementation and service delivery at the local level.

Following the elections of 2005, a number of donors decided to suspend direct budget support but instead some of them launched an assistance program known as the Protection of Basic Services (PBS)⁸. The program, which had the approval and support of the government, is financed by a multi-donor trust fund provided by the African Development Bank, CIDA (Canada), U.K's DFID, European Commission, KW-Germany, Irish Aid, Netherlands Embassy, and World Bank. It is an initiative primarily designed to help the government ensure that the basic services noted above continue to reach the poor, particularly in the countryside, to enable the country to achieve economic growth and meet the MDGs, and ensure citizen participation.

The PBS is designed as an integrated package and consists of four main components:

1. PBS by sub-national groups. This involves providing donor funds to the Federal government on condition that it is transferred to the Regional and local governments by means of the block grant system and other fiscal transfer mechanism. The purpose of the funds is to protect basic service delivery by woredas.
2. Delivery of basic health services. Funds will be provided to pay for health commodities such as vaccines, anti-malaria bed nets, contraceptives, and associated logistics and procurement needs.
3. Financial transparency and accountability. This is to improve citizens' understanding of Regional and woreda budgets, their preparation and expenditure.
4. Social accountability. The aim here is to enhance citizens' and civil society organizations' capacity to ensure service delivery to the poor, and to monitor the work of public agents and their accountability to the people they serve. Social accountability promotes access to public services is a right and public agents have a duty to provide them equally to all. It is aimed at bringing citizens, CSOs and local government together in a common objective, namely efficient and equitable service delivery and improved accountability. The mechanisms employed include budget literacy, budget information and audits; monitoring tools such as citizens report cards, and community score cards; and dialogue. This fourth component is part and parcel of good governance and democracy.

Under the social accountability component, there is a grant making initiative called the Ethiopian Social Accountability Project (ESAP) which is administered separately and not through the government, and coordinated by the World Bank, with GTZ-IS in charge of

⁸ What follows is based on information provided in www.ethioSAP.org

overall management and program implementation. ESAP's main objective is to strengthen the use of social accountability methods and tools by CSOs and citizens as a means to achieve the overall objectives of PBS and its social accountability component. Currently, the Project is supporting over 50 civil society and partner organizations with funding and capacity building to undertake social accountability pilot schemes in more than 100 woredas.

ESAP decision-making is the responsibility of the Steering Committee (SC) which is composed of equal representations from government, civil society and donor agencies. The present SC composition is as follows:

Government

Ministry of Justice:	Abiye Yibabe	Asst Attorney General
MOFED	H.E. Ato Mekonnen	Minister of State
MCB	Melaku Jemaneh	Advisor to Minister

Civil society

PANE	Eshetu Bekele	Exec Director
CRDA	Meshesha Shewarega	Director
CORHA	Zewditu Kebede	A/Director

Donors

European Comm	J.L. Vinuesa Santamaria	Economic Advisor
World Bank	Kenichi Ohashi	Country Dir Eth/Sudan
CIDA	Monique Angers	Councilor

The PBS, particularly its social accountability component, recognizes the important role civil society can play in democracy building and specifically in enhancing the quality and effectiveness of service delivery to the poor and improving accountability and transparency by public agents. The initiative places strong emphasis on working with CSOs and building their capacity. It provides civil society with opportunities to engage in dialogue with government and to enhance the process of good governance and democratization in the country. The PBS was designed in consultation with the government and has been launched with its support. There is in addition strong government representation in the Steering Committee of ESAP, and decision making in the Committee has been based on constructive dialogue among all parties concerned.

7 Overall CSO/NGO Contributions to Development and Good Governance

7.1 Resource Mobilization

We shall first examine the resources mobilized by the sector and later look at how it has been invested and distributed across projects and Regions. It is widely accepted that the voluntary sector mobilizes immense resources though there are no precise and accurate figures available. The EC mapping study produced in mid-2008 estimates that between 2004 and 2007 NGOs' budget for over 2000 projects throughout the country came to 10 billion Birr. Other evidence suggest, as we shall see further down, that the organizations' annual resource investment is equivalent to 25 percent of the government's annual budget.

A reliable source of information on the subject is the annual reports issued by the National Bank of Ethiopia. These reports are based on resources transferred in hard currency to the voluntary sector through the country's banking system. While resources generated domestically in a variety of forms are not included, we believe the evidence is a much better measure of resource mobilization by the sector than those obtained through other means. The table below gives a comparative picture of resources acquired through exports earnings, transfers to NGOs and remittances sent by Ethiopians abroad.

Table 5. Earnings from Selected Exports, NGO and Private Transfers (In Million USD)

	2004/05	2005/06	2006/07	2007/08*
1.Coffee Export	335.2	354.3	424.2	145.0
2.Oil seeds Export	125.0	211.4	187.4	66.9
3. Chat	100.2	89.1	92.8	55.4
4. Leather & Products	67.6	75.0	89.6	49.4
5. NGO Transfers (Cash)	444.0	497.8	537.4	305.3
6. Private Individual Transfers (Cash)**	350.8	354.9	632.6	415.4

Source: NBE 2007; 2008

Note: Both NGO and individual transfers (called "unrequited transfers") are also made in kind. For purposes of comparison, we have left out in-kind transfers. * For the first two quarters of the year only.

** These are remittances sent by the Ethiopian Diaspora.

A comparison between export earnings and earnings through NGO transfers reveals the importance of the latter to the country's economy and development effort. Coffee export remains the largest hard currency earner for the country followed by exports of other agricultural goods shown in items 2 to 4 in the table. Oil seeds are the second most

important commodity export of the country and earnings from this export have been high in the last three to four years. Overall, prices of agricultural commodities have dramatically increased since 2005 due to the global food crisis; however such high prices may not be sustained over the long term. Earnings flowing into the country through transfers to NGOs have been far higher than earnings from coffee exports for all the years for which we have evidence. In 2006/07, for example, transfers to NGOs were 537.4 million USD while coffee earnings were 424.2 million. Earnings through NGOs as well as those from remittances are described by NBE as “unrequited” transfers, meaning they are freely acquired and no resources are exchanged in return.

Let us now compare resources acquired through NGOs transfers, transfers from private individuals (items 5 and 6 in the table) and export commodities. What are shown as individual transfers in the table are remittances sent to the country by the Ethiopian Diaspora. The evidence shows that remittances have grown to be significant sources of foreign earnings for the country, far more so than earnings from coffee and other exports. Since 2006/07 earnings from remittances have overtaken transfers to NGOs by a significant margin. In both cases, we have only looked at transfers in cash and left out transfers in kind which are relatively small but by no means insignificant.

The important point that emerges from the evidence compiled by NBE is that the global resources mobilized by the voluntary sector are immense and this has benefited the country’s economy significantly.

7.2 Resource Use and Distribution

How have these resources been used and what does the distribution of resources look like? In what follows we shall look at the pattern of resource distribution across Regions and across program activities. The data for both of these are given in the two tables below.

Table 6 Actual and Planned NGO Project Expenditures (2004 - 2008)

Region	N° of Projects	Total Expenditures in Birr
Addis Ababa	281	1,114,223,785
Oromia	844	4,434,215,156
Dire Dawa	24	36.721.184
Harari	18	54.603.118
Afar	57	637,085,008
Tigray	66	492,069,831
Amhara	317	1,881,878,827
Benishangul Gumuz	51	153.889.665
Gambella	19	31,350,656
SNNPR	312	1,004,498,134

Somali	76	135,875,029
TOTAL	2065	9,976,410,395

Source: EC 2008

Oromia has the largest number of on-going projects and nearly 45 percent of CSO/NGO resources have been invested in the Region between 2004 and 2008. It is followed by Amhara, Addis Ababa and SNNPR. Interestingly enough, pastoral Afar has attracted considerable investment, over 637 million Birr in the same period.

The distribution of resources across program activities shows that the selection of priorities by the voluntary sector is in line with and complements that of the government. The table below provides information on how much has been invested and where in the period 2004 to 2007

Table 7 NGO Projects in the Country and Resource Flows by Sector

Sector	No of Projects	Budget (Mn Birr 2004/07)
Child Development	394	2,139.50
Education	206	621.01
Health	235	1,084.52
HIV/AIDS	175	710.96
Integrated urban/rural development & Food Security	336	2,977.75
Water & sanitation	141	573.62
Women and girls empowerment	96	217.73
Environment & Natural Resources	74	154.01
Advocacy & peace building	34	44.03
Disability & elders support	35	82.50
Agriculture & agro-pastoral	117	467.95
Youth	23	142.05
Social welfare	15	53.83
Capacity Bldg & Others	139	268.33
Total	2046	9,537.79

Source: EC 2008

The bulk of NGO resources has going into human development (health, education, child welfare) and agriculture and food security. These are the same priority areas emphasized by the government's poverty reduction program as set out in PASDEP. Moreover, while the information is not provided in the table, it is clear that at present relief activities attract only a small amount of the resources of the voluntary sector. This is in sharp contrast to the period during the Derg and Imperial regimes. According to evidence provided by a report prepared by CRDA and DPPC (2004), NGOs invested about ten percent of their resources in emergency relief activities in the period 1997 to 2001.

It is important to point out here that the development effort of the voluntary sector is meant to complete and support that of the government, and not to replace it. The sector has been accused -mistakenly in our opinion and contrary to the evidence- that CSOs/NGOs operate in isolation and outside the framework of the country's development and poverty reduction plans and strategies. The reality on the ground and the flow of investments shows that the opposite is the case.

Each Region has established consultative forums involving government and NGOs known as GO – NGO Forums. While some Forums are more active than others, all involve periodic meetings between the two groups to discuss development priorities, collaboration between government and the voluntary sector, and NGO intervention areas and sectors. In a number of cases, Regional governments have invited NGOs to provide inputs during the preparation of Regional development plans and the modalities of their implementation. Almost all NGOs submit their planned project activities to and often enter into agreements with concerned government bodies before and during their program operations. In most cases, the concerned authority at the Regional level is BOFED, but even at the woreda level, NGOs have to secure the approval of the concerned public office for their activities. Thus, for example, health or education projects are undertaken in consultation with and the approval of the health and education offices of the woreda. Similarly, other sector project activities are undertaken through the same process.

7.3 Beneficiaries

We now come to the question: what has been the impact of CSO/NGO investments and how many have benefited? The first part of the question will be dealt with in detail in the sections below so we will only deal with the second part here. Because the evidence is not readily available, it is difficult to put an accurate figure on the extent and magnitude of the beneficiaries of these investments. It is however clear from the available documentation and from the interviews the Study Team conducted in the Regions that the great majority of the beneficiaries are the poor, the vulnerable and the disadvantaged. Moreover, the bulk of the development and service-oriented projects have gone to the rural areas. Poor peasants, children, women, and vulnerable groups here have been the target of program activities. In the urban areas, the beneficiaries have been children, poor women, marginalized households and youngsters without opportunities for education and employment.

In terms of aggregate numbers, various estimates have been suggested in the documents that we have consulted for this study. For example, a document by the BOFED office in Awassa shows that NGOs working in SNNPR have invested over 461 million Birr which has benefited 4.2 million people in the financial year 2006/07. The CRDA/DPPC study noted above has estimated that in the period 1997 to 2001, NGO program activities in the country as a whole have benefited 25 million people.

Another issue in this same area for which accurate data is hard to find is the number of employment opportunities created. The CRDA/DPPC document holds that the voluntary

sector has provided employment opportunities for nearly 10,000 people in the same period noted above.

7.4 Contributions to National Policy and Programme Directions

Desegregation of roles and engagements of NGO/CSOs provide a good framework for analysing and summarising their contribution to development and good governance. This would also provide some insight on the diversity of roles and thereby counter the stereotyping of NGOs as a homogenous block. One of the approaches followed to understanding NGO/CSO contribution to

- a) Some NGOs promoted **strategic activities for strengthening capacity of government** to provide effective leadership. Examples; supports provided for food security strategy drafting, strategic and development plans for woredas and regions; custom designed training and awareness raising opportunities for civil servants; experience exchange/exposure visits to other countries; support in drafting specific extension packages; HIV/AIDS and gender mainstreaming. The various capacity strengthening supports provided by CSO/NGOs in the key participation areas have collectively contributed to the recorded improvements in the governments' responsiveness to expectations (examples: pro-poor orientation, rights of children, women, and other marginalised groups).
- b) Some NGO/CSOs promoted **initiates for strengthening partnership and collaboration** between NGO/CSO and Government at different layers. Examples include supports for drafting collaboration guidelines, organising group events and supporting joint reviews/assessments. Because of such roles regions have specifically tailored frameworks for communication and interaction with NGO/CSOs. Moreover, regions have delegated some authority to local administrations with respect to regulating and interacting with NGO/CSOs. It can be said that these efforts, in addition to bridging the gap arising from absence of up-to-date legal framework for NGO/CSOs, have made some contribution to the overall implementation of the regionalisation/decentralisation agenda of the country.
- c) Some promoted activities/strategies that are meant to emerge as **alternative or complementary to the prevailing or established governmental strategies at the specific time**. NGOs have experimented and successfully piloted approaches and technologies which eventually came to be part of the governments' national strategies and programmes in different sectors. Examples include community-based approaches to health services; alternative basic education; technologies for water-lifting and apiculture; improving access to finance and market by the rural poor and promotion of new and high-value crops and stocks. The detail of each of the above is included in the sectoral reports. Hence, it can be said that NGO/CSOs have provided some models or samples that informed and shaped the governments' development plan and strategies.
- d) NGO/CSOs also promoted **activity areas, which (for various reasons) were not amongst the priorities (at the specific time) of the government and that of**

the private sector. Some specific examples include: urban poverty in general, urban agriculture and environment, rural potable water supply, support for the Elderly and PWD, rehabilitation of street children and CSWs. Such roles of NGOs can be counted as some form of gap-filling to the governments efforts. But, the efforts in this regard contributed more to enhancing community actions for self-help and for assuring all inclusive development process. Moreover, NGO/CSO experiences and lessons provided models and inputs for shaping government policies and programmes in some areas.

- e) **NGO/CSOs also promoted activities that are best done by non-state actors** - facilitating community compacts, community-organizing and mobilizations, etc. For example, the campaigns against HTPs like VAW, Alms/Begging, supporting the iddir transformation process and strengthening cooperatives. Government as key duty bearer will be eventually accountable to the various claims to be made by organised citizens', thus its direct participation in organising groups is discouraged for reasons of conflict of interest. Approaches and strategies promoted by NGOs also provided insights for policy directions. The support of NGO/CSOs in reviving and strengthening grassroots community organisations and institutions can be counted as a contribution to social activism and pluralism in society.
- f) Some NGO/CSO groupings promoted **activities that aim at tracking, reflecting and informing on performances of public institutions with regard to delivering planned services and goods.** This is one of the recent engagement areas of Ethiopian CSOs associated with the poverty reduction strategy process, initially and now linked to the Protection of Basic Services (PBS). The participatory reviews promoted by PANE and its member organizations are examples to this effect. In regions, some NGOs are able to facilitate such learning and reflection processes with partner governmental units in a mutually beneficial way. Though new and primarily promoted by donors, NGO/CSO participation is providing one of the evidences on the presence of social accountability instruments in development coordination, hence build confidence and legitimacy of the government to seek more development aid from international cooperation.
- g) There are NGOs engaged in promoting activities for **enhancing benefits of Ethiopia from global cooperation and marketing processes** - The Fair Trade Campaigns, the export of Organic Produces by social-economy organisations, CTF, reporting to UN conventions monitoring committees, etc. These engagements contribute to improved income for the beneficiary households and also for improved financing of pro-poor programmes and services.
- h) **Emergency response** - where regional and local governments find themselves unprepared to respond (budget-wise) to local needs, like natural calamities (e.g. flooding) or conflicts (as the case in Benishangul) NGOs provide supports to fill the emergency need. At local levels such emergency response is expanded and includes maintenance and/or replacement of vital basic service delivery equipment and machinery (like water pumps, generators and hospital equipment) when sudden and unexpected breakdown happens. Thus, some NGOs are serving as rapid-reaction resources for emergency response at local levels.

7.5 Weaknesses and Limitations

The voluntary sector is not without internal challenges and weaknesses, some of which have been unfairly exaggerated by critics to give the sector a bad name. In what follows we shall discuss some of the important weaknesses and limitations and what has been done by the sector itself to address them.

A major concern of most organizations in the sector is the lack of a secure access to funding from domestic sources. It will be unrealistic to assume that there will be local sources of financing that they can tap any time soon. Moreover, the rules issued by the Ministry of Justice, the regulating agency, does not allow organizations to raise funds internally by selling merchandise or similar means. CSOs/NGOs therefore are dependent on international donors and foreign sponsors for almost all of their program activities and running costs. However, in this respect, they are no different from similar organizations elsewhere, both in the developed and developing world. Almost all voluntary organizations in most parts of the world depend, to one degree or another, on international donors and sponsors.

One must also note here that many CSOs/NGOs operate on a small-scale: a large number of them work only in one woreda, and some in no more than two or three kebelles. Even if they have positive achievements, small-scale or micro-operations do not often provide replicable results. On occasions the existence of several small organizations in a small area is a cause for confusion and misunderstanding on the part of the public and the beneficiaries.

Secondly, there has been slow progress towards joint and collaborative activities on the part of CSOs/NGOs in general and those engaged in similar or related fields as well. There are occasions when those working close by -in the same woreda or sub-woreda- do not attempt to consult with one another, pool resources or engage in joint undertakings. There are only limited instances of organizations learning or borrowing from one another, or sharing experiences. There is thus duplication of effort and consequently wastage of resources. Fortunately, this is now changing, though the rate of progress is not as rapid as one would have hoped. Organizations are beginning to work together, share experiences and consult with one another. As we saw in Section 5 of this report, the number of networks and umbrella organizations is growing. These networks provide forums for experience sharing and opportunities for collaboration.

Thirdly, inefficiencies in project planning and administration have also been noted among some organizations. There have been cases where organizations have not abided by the rules set by the regulatory agency or met the expectations of the agencies with which they have signed operational agreements. This might sometimes be due to lack of clear understanding of the rules and procedures themselves, though it may be deliberate in a small number of cases. As a rule, these kinds of weakness are more likely to be true in organizations which have recently been established and where the leadership does not have sufficient management experience. Performance improvements come with greater experience and learning on the job. These limitations have been recognized by the

voluntary sector itself, and there have been attempts to address them. One such attempt has been the periodic consultative workshops hosted by network organizations for their members. Here efforts have been made to discuss best practices and efficient project management techniques.

Finally and perhaps the most serious cause for concern is the occasional incidence of financial mismanagement and absence of transparency that has been observed from time to time. Such cases have been few and far between, nevertheless, they are a blot on the reputation of the voluntary sector as a whole. The Ministry of Justice has set strict rules for financial reporting, and all donors require proper financial accountability from those they assist, such accountability being a condition of future support. The available evidence shows that the great majority of CSOs/NGOs continue to be financially transparent and accountable both to the regulatory body and to donor agencies. But there have been cases where a few organizations –in our opinion an insignificant minority– have at one time or another failed to show this kind of transparency and accountability. Unfortunately, these few cases have tarnished the image of the voluntary sector.

Such improprieties have been a cause for great concern in the sector as a whole, and there have been concerted attempts to deal with the problem internally. One such effort culminated in the issuance of the *Code of Conduct for NGOs in Ethiopia* in 1999. The Code, which was drafted with a number of international accountability charters in mind, was subsequently approved and signed by a large number of CSOs/NGOs in the country. The document was an attempt by the voluntary sector to put its house in order. It was meant to be an instrument for self-regulation, a guide to acceptable behavior and responsible conduct for all organizations but particularly for signatories. The document was revised and expanded in 2006; here a proper financial management system was made an important requirement of responsible conduct. While the Code lacks a strong enforceable mechanism, it does have “moral” authority since organizations which do not uphold its core values may run the risk of falling under suspicion and open to charges of misconduct. Signatories which fail to comply with it are dealt with in a variety of ways: for minor ones, they are given counseling and training, and requested to take the appropriate corrective measures; in more serious cases, they are rebuked, given warning or suspended from their status as signatories.

The data base from the Ministry of Justice indicates that in the six years up to 2007, some 140 organizations were de-registered, dissolved by their own decisions, or closed down because they had completed their operations. De-registration was a measure imposed by the Ministry and not a decision of a court of law. Of the reasons given for de-registration, none had to do with serious financial impropriety. In the 1990s, DPPC had the authority to de-register organizations on grounds of failure to fulfill their obligations to it, and a number of organizations were closed down by the orders of the Commission. Since the end of the 1990s, the Ministry is the sole body with the power to close down organizations registered with it.

The publication of the Code stands as an important achievement for the voluntary sector since it recognized that financial dishonesty and improper behavior by any organization

was unacceptable and that organizations have instead to be guided by high standards of conduct. It also signaled to the government that the sector was willing to regulate itself and concerned to establish a more amicable relationship between it and public authorities.

8 Contributions to Agricultural and Rural Development

8.1 Agriculture and Rural Development: Relevance and challenges

Agriculture plays a significant and decisive role in the social and economic development of the country. Over 80% of the country's population earn their living from agriculture and reside in rural areas. Besides, agriculture remains one of the most important sources of export earning, and compared to many other countries, Ethiopia still have adequate and conducive soil, water and agro-ecological resources for boosting agricultural development. Because of these factors, the national policies and strategies for growth and poverty reduction, rightly, focus on agriculture and rural development.

On the other hand the agriculture sector is still intertwined by multitude of challenges that hinder unleashing of available potentials for attaining national socio-economic development goals. Despite substantial efforts in the past, agricultural production has barely kept up with population growth. The predominance of small-scale subsistence farming, matched with recurrent and adverse climatic variability and high population growth has resulted into a context where significant proportion of the agricultural and rural population are unable to produce and/or buy adequate food for themselves.

The rural and agricultural population despite its sheer size is also disadvantaged from lack of institutions that promote and protect its interests. For example, in marketing capacities for negotiation and generating fair income remained weak to the extent of creating disincentives to enhanced production because of price fluctuation. Moreover, potential transformation in agriculture is also affected by the absence of credible institutions that facilitate innovation and risk-taking. Access to finance, information and skills remained additional challenges to improving agricultural productivity as well as facilitating the diversification of livelihoods by promoting off-farm options.

The EPRDF-led government all along and still maintains policy directions and strategies that attach high priority to promoting agricultural development and addressing rural poverty. In the current multi-year poverty reduction programme (PASDEP) **Rural Development and Food Security** is one of the broad thematic priorities where the various associated endeavors are envisaged to attain the goal of *enhanced food security through improvement in employment generation, private sector involvement in agricultural production and better natural resources management*. The key outputs and the corresponding activity areas to be promoted during the programme life are outlined below (Table 8).

Table 8 PASDEP Outputs and Activity areas in Rural Development and Food Security

Expected Outputs	Activity areas
Effectiveness	and o Extensive TVET for DAs

responsiveness of the research and extension system	<ul style="list-style-type: none"> ○ Establish Farmers Training Centers ○ Train farmers in minimum and household packages ○ Train and improve availability of agricultural professionals
Market development	<ul style="list-style-type: none"> ○ Support the establishment of primary marketing cooperatives ○ Support the establishment of cooperatives and Unions ○ Diversify involvement of cooperatives, including agricultural input and produce marketing ○ Strengthen the participation of women in the cooperative movement ○ develop strategies for export marketing
Increase crop, livestock fish, honey & wax and egg production	<ul style="list-style-type: none"> ○ Introduce new crop varieties ○ Facilitate and improve access to inputs and market ○ Introduce improved technologies for soil, water, irrigation and drainage ○ Provide technical support ○ Ensure the participation of women headed households in extension packages
Natural resources management	<ul style="list-style-type: none"> ○ Increase area under closure for rehabilitation ○ Increase area under soil conservation measures ○ Increase area benefiting from soil fertility activities ○ Increase area of land covered with multi advantage tree species ○ Promote practices for moisture retention with improved land husbandry
Improved land tenure security with more flexible & transferable rights	<ul style="list-style-type: none"> ○ Provide land certificates (first and second levels) to households
Biodiversity conservation and sustainable utilization	<ul style="list-style-type: none"> ○

In terms of resource need, the PASDEP projected that a total of 22.1 billion Birr is required to implement the various components of the agricultural and rural development sector (including food security) during the plan period (2005/06–2009/10). Of the above total amount, 19.9 billion Birr (90%) was envisaged to be financed by resources allocated by the Government through the budget framework (from the treasury and external assistance and loans), and the remaining 2.2 billion Birr (10%) was assumed to be generated from the private sector and non-government organization as well as from the communities in the form of cash, material and labour.

The analysis of NGO/CSO contribution to agriculture and rural development should be framed up on the above contexts. Accordingly, the study focused on identification and elaboration of key processes, participations and important results that shed light and reveal the fact that NGO/CSO engagements have managed to produce some results for addressing the key challenges of the agriculture and rural development sector.

To start with, the overall picture of how the NGO/CSO community organised it-self and participated in the sector (Agriculture and rural development) is provided in the next section. This is envisaged to show the level inputs or resources and commitments. The

second part highlights the key areas where NGO/CSO participation has produced visible results.

8.2 NGO/CSO Participation in Agriculture and Rural Development

Agriculture and rural development is the oldest, yet still the most important area of NGO/CSO participation. The following bullet points highlight the level of relevance attached to the sector by the NGO/CSO community.

The majority of operational NGOs have rural and agriculture focused objectives and operations. More specifically, the relative concentration of NGOs in food insecure and drought-prone parts of the country shows the sectors resolve to addressing food insecurity and livelihood vulnerability challenges of this country,

There are numerous rural and agriculture focused NGO forums or taskforces, both at federal and regional-levels, engaged in promoting shared learning, dialogue with government and other stakeholders for addressing the key challenges of the sector.

In line with the national policy and global lessons, the NGO community have adjusted its roles and approaches of the core business from one of relief and welfare-orientation to that of supporting and facilitating longer-term, participatory and sustainable development. Role of the sector in mobilising and administering emergency relief (particularly food) for the rural population is not any more significant, and rather is invisible.

The study verified that the size of resource invested by NGOs for agriculture and rural development is highly significant by all accounts. According to the EC NSA mapping report (discussed in earlier sections), during the period 2004 - 2008 NGOs have invested about 10 Billion Birr (or about 1 billion USD) for their various development projects and programmes in regions. Of this amount, about 3.8 billion (40%) was allotted to programmes identified as: integrated rural development, food security; water supply and sanitation; environment and natural resources management; the promotion of specific husbandries and other non-agricultural rural-based livelihoods (Refer Table 9). Much of the balance (that is at least 50% of the 6.2 billion) reserved for education, health, child development and others is likely to have been invested in rural areas. Nevertheless, even the 3.8 billion Birr injected between 2004 - 2008 is by 1.6 billion Birr more than the aggregate amount (2.2 billion) assumed to be generated from the private sector, NGOs and communities for implementing the agricultural and rural development components the PASDEP (2005 - 2009/10). Table 10, as a specific case is presented to show the relative allocation of resources for agriculture and rural development by AAE in one of the emerging regions.

Table 9 Sectoral budget of agriculture and rural development focused NGO projects by Region

Sector of NGO project	Amhara	Oromia	Tigray	Afar	Somali	SNNPR	Total
Integrated			340.63	67.93	39.18	187.93	2,977.75

development & Food Sec.	922.55	1295.43					
Water & sanitation	131.06	274.43	2.09	9.32	12.85	125.90	573.62
Environment & N/Resources	44.72	68.34	0	0.81	7.00	32.67	154.01
Agriculture & agro-pastoral	21.26	326.34	16.40	35.06	13.20	55.69	90.75
Sub-total	1,119.59	1,964.54	359.12	113.12	72.23	402.19	3,796.13
Grand Total	1,881.88	4,434.21	492.07	200.79	135.87	1,004.50	9,536.91

Table 10- AAE BSG Programme Proportion of transfers to sectoral activities

Areas of Support	Amount transferred	% of all transferred
Agric and Rural Development, Food security	2,383,914.44	40.8
Justice and Legislative	487,965.02	8.4
Health and HIV/AIDS	1,487,372	25.5
Education, capacity building, Information, Culture & social affairs	1,483,748.8	25.4
Total	5,843,000.26	100.0

Contrary to the misinformed view of ordinary citizens', NGO projects and programmes are implemented under a thorough scrutiny and guidance of regional and local governments. No project is implemented without entering a project agreement with relevant governmental offices. The geographic area of operation, sector and implementation strategies, target groups and systems of reporting and interactions, and others are all negotiated and indicated in agreements. Moreover, with advances in woreda decentralisation process, NGO programmes are implemented in a more collaborative and integrated manner with local level governmental plans and programmes.

8.3 NGO/CSO Contributions towards addressing challenges in Agriculture and Rural Development

Strengthening Institutions

Cooperatives

The absence of social economy institutions that promote and protect the interests of the agricultural and rural population is one of the factors contributing to the perpetuation of poverty and under-development. During the Derg regime there used to be 'Farmers Associations' and 'producer cooperatives' organized under the socialist ideology. These institutions primarily served as arms of the state structure, and they were not seen as institutions owned and working for maximizing benefits of farmers. The management practice suffered from political interventions; thus accountability deteriorated and

inefficiency, corruption and mistrust by members paved the way for the collapse of the socialist forms of cooperatives together with the regime.

Because of the above bad experiences, it was very important that cautious and innovative approaches are promoted to revive interest and confidence of farmers after the fall of the socialist regime. The government maintained cooperative bureaus in regions, but both capacity and identity (reputation) limited its role in facilitating the revival of the cooperative movement. It can be said that Ethiopian NGOs have played pivotal role in reviving the cooperative movement and supporting it to attain the current level of prominence it has. The following are key NGO participation and contribution areas:

- Provision of training in practical approaches to organizing and strengthening business oriented cooperatives targeting regional cooperative promotion bureau staff. For example, the ACE of ACDI/VOCA provided training to 1000 personnel which was found to be instrumental in improving the staff ability to inspire farmers to restructure their cooperatives and to establish unions and then to manage both cooperatives and unions as successful business enterprises.
- Provision of specialized training related to the products they are most active in buying (grain, coffee, etc) has been provided to both cooperatives and unions, and as cooperatives and unions start to diversify into non-core areas, training in new products (like hides and skins) as also been provided. Unions are now providing training in some of the following areas: agricultural marketing, market information, price stabilization, consumer goods supply, and warehouse management.
- Market linkages were established with Ethiopian processors and traders for such products as wheat, *niger*-seed, sugarcane, haricot beans and pulses. As a result of these linkages farmers have obtained higher prices and guaranteed market for their products. Such linkages and the corresponding agreements have led to quality improvements which should continue to increase future prices to farmers.
- International market linkages were established and some Unions are engaged in directly exporting products, including coffee, honey and bee products (Refer Box ___ for the case on Coffee export).
- Capacity building for take-off, particularly for specialised primary cooperatives is often provided by NGOs. In some instances acquisition of full-time technical staff and office equipment is provided. In others, the support extends as far as the construction of stores, offices and marketing outlets (shops). For example; in Benishangul, AAE provided the capacity building support for Asossa Woreda Farmers Cooperative while OXFAM/GB constructed the building where an Oil Mill is to be installed. With such a coordinated support the cooperative will start supplying edible oil to the market and gain from reduced transport cost.
- NGOs also promote appropriate technologies for product diversification and improving market-orientation. The edible oil production scheme mentioned above as well as an ongoing Mango Processing initiative (by World Vision) in Benishangul Gumuz; and the Honey packaging in Kaffa and Amhara (by SOS Sahel) are some of the examples.

- It is learned that many of the Irrigation-based cooperatives emerged from small scale schemes developed mostly developed by NGOs. For example in parts of Amhara the established irrigation cooperatives are the ones strengthened by NGOs like SCF/UK, Concern Ethiopia, WVE-Ethiopia, LWF, ORDA and MfM. Similarly in Oromia, stronger Irrigation Cooperatives exist around schemes developed by NGOs, like CARE, SHDI, RVCWDO, EECMY and WVE.
- In addition to the above, NGOs played lead roles in strengthening cooperatives focusing on fruit and vegetable production and marketing, dairy and small ruminants production.
- NGOs also took the lead role in piloting the grain bank approach where the social safety net is strongly incorporated. There are now over 200 grain banks established by HUNDEE and its NGO partners in the country as a whole. The grain banks have expanded their activities and now provide farm products to small-scale processing and agro-industries.

The recent growth and prominence of cooperatives is one of the important achievements towards addressing the outstanding challenges of having strong rural institutions. According to the Cooperatives Promotion Agency, there were over 19,147 cooperatives nation-wide engaged in various sectoral activities (Refer Table 11). By then, these cooperatives had about 4.62 million members and about 4.2 billion Birr capital. There were also 112 unions which had 2,303 basic cooperatives as members. The unions are involved in agriculture, coffee marketing, fruit and vegetable production, saving & credit, dairy farming, cattle rearing, etc.

Table 11 Basic Cooperatives in Ethiopia, 2007

S/N	Type of Basic Cooperatives	No. of Basic Coops
1	Multi-purpose	5,104
2	Irrigation development	442
3	Animal rearing	149
4	Handicrafts	1,514
5	Saving & Credit	4,178
6	Dairy farm	112
7	Residence house	5,869
8	Construction	204
9	Mineral	355
10	Consumers	81
11	Others	1,139
	Total	19,147

Source: Federal Cooperative Agency

Information from the Federal Cooperative Agency show that with a capital of Birr 154,238,011 and loan services from financial institutions, these unions are engaged in significant trade activities by way of purchasing of agricultural products from member associations and others and selling of same at national and international levels.

It can be said that the revived cooperative movement has already demonstrated its effectiveness in representing and protecting benefits of the rural population. After the various initial revival and capacity strengthening supports, the government and donor partners have scaled-up their participation in the cooperative movement. The government constituted the Cooperatives Commission (now Agency) in 2002, and prepared National Cooperative Policy in 2004. The Rural Financial Intermediation Programme co-financed by IFAD and the African Development Bank represent a massive scaling up of the rural Saving and Credit Cooperatives approach successfully piloted by the ACDI/VOCA.

In major regions, Cooperatives have become viable and visible institutions promoting and protecting interests of the rural population (Amhara about 1.88 million people (64% of the rural house-holds) are members of the various agricultural cooperatives. As can be seen from the ACDI/VOCA experience, negotiation capacity of the cooperatives, and the corresponding market returns for products has improved income of households. Much more work is needed to maintain and upgrade the momentum created.

As explained above, NGOs have been the key and lead-actors in the revival process, and their participation deserves to be counted as one of the important contribution of the sector over the last nearly two-decades.

Box 1 - Role of ACDI/VOCA in Coffee Export by Cooperative Unions

ACDI/VOCA started the Agricultural Cooperatives in Ethiopia (ACE) program in late 1999 to increase farmer incomes and strengthen small farmer organizations in Ethiopia. The focus initially was on food crops, but in late 2000, other crop sectors including coffee were added.

Since its start, the ACE program has restructured and strengthened over 775 primary cooperatives, representing more than 750,000 members, in the four regions of Oromia, Amhara, Tigray and Southern Nations. These cooperatives now operate as open, private, democratic associations providing marketing and input supply services to their members. Of the total assisted by ACE, close to 180,000 are small-scale coffee producers who have come together in 154 cooperatives federated into the four Coffee Unions of Ethiopia:

The Oromia Coffee cooperative was established in June 1999 but the other three, Sidama, Yirgacheffe and Kafa Forest Coffee Unions, were established with direct support by ACDI/VOCA under ACE. It was envisaged that the capacitated coffee cooperative unions will emerge as lead firms in the local value chain of coffee marketing, and would buy, consolidate and market internationally cooperative supplied coffee. Such participation was sought to strengthen the bargaining position of members' in the international marketplace and for assuring higher share of return from market price to producers. In other words, the unions were promoted to allow farmers to achieve economies of scale, and to take control of their economic future.

All the above mentioned four Coffee Unions received capacity building assistance from ACDI/VOCA, along the following lines:

- Union Start-up Assisted with legal, technical and business formation of three coffee cooperative unions.
- Provided start-up training and support on how to operate a union.

- Trained managers, staff, and board members in cooperative principles and basic business and marketing skills.
- Organized initial tours to other local unions (non-coffee) for manager, staff and board members to learn of their operations.
- Shared cost of opening office – office rental, furniture, equipment, computers and training materials.

Business, Technical and Marketing Capacity Building

- Provided unions with advanced business skills such as accounting and auditing, warehouse controls and human resource management training.
- Trained staff and members in post harvest handling and processing for improved coffee quality
- Supported unions to build their coffee liquoring capacity.
- Developed coffee management information and control system to ensure the timely delivery of the specific coffee promised to the overseas buyers.

Results to date have been impressive. From an export base of 126 MT valued at about \$265,000 sold five years ago, the coffee Unions have more than doubled their international sales annually such that 12,800 MT of coffee was exported in the production year ending in June 2005 worth a total of \$31.9 million.

The ACE interventions in the Ethiopian cooperative coffee sector have had a significant positive impact on small-scale coffee producers. They have improved the quality of farmer coffee, gained access to higher value coffee markets, and earned substantially more income from their coffee production. A new coffee export value chain channel for smallholder cooperative producers is opened up.

Saving and Credit Cooperatives and Microfinance Institutions

Access to affordable credit or finance improves conditions for the poor to participate in economic activities that can improve their wellbeing and security. In the case of Ethiopia, until the 1990s', such services were not available both for the rural and urban poor.

At present there are two distinct types of institutions providing small scale financial services for the rural and urban poor. Savings and Credits Cooperatives (SACCOs) are the less formal and relatively older service providers, whereas, Microfinance Institutions (MFI) are the more formal and recent additions to the institutional frameworks for providing financial services.

Savings and Credits Cooperatives (SACCOs) are the major financial institutions primarily serving the poor and less served segments of society. By 2007, there were 5,400 SACCOs nationwide, and this represents a big leap from where it was. The SACCOs provide financial services to over 381,000 people whose saving capital is around a Billion Birr.

According to the Association of Ethiopian Microfinance Institutions (EAMFI), there are 27 active and legally registered MFI in the country (2008). The overall portfolio these 27 MFIs is about 2.9 Billion Birr and the number of clients has reached 1.76 million. They also mobilise almost 1.9 Billion ETB in savings. There has been incremental growth in

number of microfinance institutions in the last 20 years. Table 12- shows the portfolio and outreach of Microfinance institutions.

Table 12 Portfolio and outreach of MFIs during 2007, in ETB

Name	No of Borrowers	Loan Outstanding	Client Savings	Total assets	Total liability	Total Capital
ACSI	574.969	923.896.000	502.932.000	1.143.671.000	849.613.000	294.058.000
ADCSI	94.535	194.042.000	52.675.000	246.433.000	81.560.000	164.873.000
Aggar	1.838	3.305.487	1.586.254	5.547.198	2.460.834	3.086.364
Asser	1.298	281.855	240.058	611.088	283.234	327.854
AVFS	8.135	8.697.973	2.148.792	13.498.065	4.834.660	8.663.405
Benshangul*	20.428	3.571.350	15.799.704	25.073.246	168.327	24.904.919
Bussa Gonofa	30.519	21.288.464	4.331.767	26.850.220	15.320.657	11.529.563
DECSI	422.394	939.775.136	281.235.052	1.366.900.349	811.490.000	555.410.349
Dire *	4.609	4.671.977	1.277.861	15.869.993	5.222.956	10.647.037
Digafe	680	635.390	545.170	830.650	619.630	211.020
Eshet	28.818	34.968.864	4.120.868	38.125.511	26.365.661	11.759.850
Gasha	9.424	14.394.215	4.777.282	19.008.473	14.497.040	4.511.433
Ghion	233	286.268	311.112	492.236	319.805	172.431
Harbu	6.992	4.177.332	2.065.049	4.857.734	3.671.121	1.186.613
Letta	313	473.253	57.619	738.003	60.973	677.030
Meket	597	2.138.524	338.908	2.980.275	895.966	2.084.309
Meklit	10.986	15.422.538	5.266.067	17.162.089	12.420.280	4.741.809
Metemamen	10.019	5.584.640	1.061.090	7.237.540	1.083.450	6.154.090
Ocssco	263.971	416.314.787	125.110.355	508.121.904	361.513.055	146.608.849
Omo*	120.277	135.418.534	35.757.852	178.958.567	157.703.600	21.254.967
PEACE	19.852	31.015.637	7.470.288	33.405.091	23.510.456	9.894.635
SFPI	22.221	24.602.831	10.691.055	30.322.952	18.334.629	11.988.323
Shashimene	2.066	3.049.801	612.261	3.799.477	642.449	3.157.028
Sidama*	26.567	17.932.215	4.852.850	25.208.115	12.610.624	12.597.491
Wasasa	30.991	30.519.726	7.318.189	34.763.585	23.434.049	11.329.536
Wisdom	47.171	60.175.819	15.205.542	72.070.260	48.998.175	23.072.085
Harar	409	2.042.559	722.010	5.913.703	432.751	5.480.952
Total	1.760.312	2.898.683.175	1.088.510.055	3.828.450.324	2.478.067.382	1.350.382.942

* Operational from June 2007

Source AEMFI 2007

Microfinance Institutions are represented at national level by the AEMFI which is a registered entity since 1999. AEMFI mission is to create an institutional structure that serves as national/industry forum and network to microfinance institutions. According to the AEMFI, the following are key contributions of MFIs to the country's development effort:

- Overall credit provision has had a significant impact on increasing agricultural production by helping build-up productive assets;
- Access to finance in rural areas has improved and in turn improved access to education and health services.

- More precisely, the increased income generated by credit provision has had a positive impact primarily on household food supply, and on educational, as well as the provision of clothing, hygiene and other basic needs for the children;
- Trading activities increased in scale and women were particularly able to take on trading activities which had previously been inaccessible for them;
- All the evaluations show that the vast majority (more than 97%) of those who have received credit have increased their income.

The explained progresses towards improving access to credit by the rural population represent a promising move in the right direction. Different actors have contributed to the gains registered. However, this study claims that the Ethiopian NGO sector has made the most visible contribution at all stages of the evolvement processes of the SACCOs and MFIs in the country. The following are evidences supporting the generalisation made;

- NGOs as part of their poverty alleviation programmes experimented and developed the system that enabled the delivery of financial services to the poor. In other words, through these activities they have developed a “financial technology” (product, organisational models, technical tools, participatory practices, etc.) which is legalised and scaled-up.
- The stronger and bigger MFIs were initiated and supported by NGOs. Examples: ACSI, Bussa Gonofa, DECSI, Wisdom, Meket, Meklit, Gasha, etc. Besides, Amhara Credit and Saving Institution (ACSI) and Dedebit Credit and Saving Institution (DECSI), which stand as two of the largest microfinance institutions in Africa, were founded and strengthened by NGOs.
- Donations and grants as seed money (mainly for start-up costs) or fund for expansion is still provided by the 'mother' NGOs for some of the MFIs.
- Some NGOs still support MFIs to have access to loans from the formal banking sector by providing loan guarantees. For example, with a 75% loan guarantee from an NGO a MFI could access loans from Commercial Bank of Ethiopia at 5.25% interest rate. Through such cooperation and support of NGOs, for example in 2006 MFIs loans from banks have increased to 301 million Birr (about 33 million USD) accounting for about 15% of the MFIs loan capital.

Self-help and other grassroots organizations:

In addition to social economy institutions, NGOs have also contributed to the emergence and strengthening of grassroots based self-help and social institutions of the rural population. Some specific examples and cases are outlined below.

- NGOs have facilitated and supported the emergence and growth of rural Associations, Boards or Committees for managing community services, like, potable water and educational centres. The case of Dalocha Women Water Development Association, in SNNP region is presented under Section 8.3.5 (Box). In Tigray, TDA has been implementing programme, focusing on community-government partnership in basic education services covering about 400 primary schools, and a PTA capacity building initiative in 150 schools.

Environmental Rehabilitation

The productive potential of much of the agricultural land resources of Ethiopia is affected by severe degradation that has been taking place over the last many decades. Poor land use practices complemented by rainfall and topographic patterns resulted in massive erosion of top soils; thus decreasing crop yields. With population growth and corresponding demand for agricultural land human settlement and farming increasingly encroached into conservation reserves (forests and water catchments) and other fragile ecologies. The uncontrolled destruction of forests and bushes for farming as well as for construction and domestic fuel further exacerbated degradation, erosion and damages from flooding. Subsequently, crop yields declined and the results of the downward spiral are the chronic food insecurities experienced by the significant proportion of the rural population at present.

During the last seventeen years of EPRDF government, apart from the rhetoric, less attention was given to the task of rehabilitating and protecting the agricultural and natural resources base of the country. The down-sizing of the responsible divisions for forestry and, soil and water conservation, under the ministry of agriculture and rural development, both in portfolio and resources can be counted as a case in point. The situation in regions has not been different either. Because of this context some worrying trends (like extensive forest fires, uncontrolled cutting of endangered indigenous tree reserves, encroachment of settlements into wild-life sanctuaries, destructive flooding and unsustainable fishing) have been building-up. Some of these challenges are further exacerbated by variability's introduced due to climate change.

In the absence of strong governmental support for guiding rural communities to cope with environmental management demands, Ethiopian NGOs have attempted their level best to respond to the needs of both the environment and thereby promoting sustainable development. The following are supportive evidences to this effect.

- NGO/CSOs from the different typologies and make-ups are involved in promoting the environmental agenda, in their respective areas of comparative advantage. Refer Table 13. As a matter of fact, environmental agenda is one of the cross-cutting issues mainstreamed into programmes of all NGOs operating in rural areas. On the field, the various activities included in main environmental programmes include: construction of physical soil conservation measures, both on agricultural and degraded lands, production and distribution of different types of forest and forage seedlings, gully rehabilitation, establishing grass strips, planting on bunds, area closure and establishment of communal plantation for conservation and construction purposes.
- The most important achievement brought about by NGOs through awareness creation and demonstration is the attitudinal changes of the farming communities towards conserving their environment. Hill side plantations and backyard tree plots have become common features of parts of the country where NGS/CSOs maintained long presence (examples in Oromia Zone and North Wollo Zones of Amhara, and Alaba Woreda of SNNPR). Particularly, the backyard tree plots have become sources of reliable income from sale of wood for construction and domestic fuel.

Table 13 NGO/CSO Participation in Promoting the Environment Agenda

Category of NGOs	Examples	Areas of participation
Int. NGOs	SOS Sahel, Farm Africa, WVE, EKHCDP, EOC/DICAC, Water Aid, Frankfurt Zoological Society	Establishing and supporting community tree nurseries, supporting conservation work by communities, piloting alternative and participatory approaches of forest management;
Apex organisations and networks	SLUF, ERHA, FfE, CRDA/RDF	capacity building, training & information dissemination, & events for campaigns/advocacy,
National and Local NGOs and FBDs	Agri-Service, ORDA, REST, Eth. Wetlands Devt. Asso., Melca, Eth. Env. NGO, FSS, Centre for Human Environment, Water Action, etc.	Piloting and dissemination of challenges/successes; campaigns strengthening CBOs for environmental actions, interactions on policy/programme issues
CBOs and MBAs	Associations of Youth and Women in Tigray, Amhara and Addis Ababa; School-based Env. Clubs, Iddirs,	Mobilization/participation in environmental protection activities (terracing, tree-planting, urban waste removal, beautification, etc.

In the fragile and degraded parts of northern Ethiopia the sustained efforts of NGOs like ORDA, FHI, SC/UK, WVE and EOC/DICAC and REST in tree planting and physical conservation has improved the vegetative cover of the hilly slopes that used to be barren in the past. Additional conservation work is being promoted by these organisations as part of the ongoing PSNP initiative.

“Our finger-prints are visible on the hills and the valleys of the region”
Ato Wuletaw, Director of ORDA

NGOs have taken lead role in piloting and disseminating participatory approaches for forest and ecological resources management. As major departure, the approaches promoted incorporate the livelihood and strengthen active participation of local communities depending on the forest and ecological resources. The major examples in this regard are the forest and mountain ecology protection programmes of SOS Sahel and FARM Africa (Box 3).

Box 3 Participatory Forest Management: innovation by SOS Sahel and FARM Africa

The Borana Collaborative Forest Management Project (BCFMP) of SOS Sahel aimed to establish community based natural resource management systems, working with traditional institutions (Oromo Gada systems and structures) at the appropriate level to protect the dry juniper forests of the zone. These institutions brought forward vital skills in local level natural resource management, and the project introduced and promoted the approach of Participatory monitoring and evaluation as a complementary tool for the community structures. As envisaged, with the successful operation of the forest management group's incidences of forest fires were reduced. At about the same time, FARM Africa implemented another pilot Participatory Forest Management (PFM) programme in Kafficho Zone of SNNPR with objectives of introducing PFM to communities so that they play a key role in the management and sustainable utilisation of the forest and other natural resources.

Following successful implementation of the pilot projects, in 2002 SOS Sahel and Farm Africa implemented a second phase Collaborative Forest Management Project which has already registered concrete results along the following four key objectives.

- Sustainable forest management systems that involve and empower local communities are established
- Local communities supported to expand and benefit from production of non-timber forest products like Honey and bee-wax.
- Capacity of partner governmental and community organizations strengthened, and
- Networks and forums for experience sharing and dissemination with key stakeholders implemented.

Furthermore, the collaborative approach between the two NGOs has been further strengthened with the launch of a second project; **Bale Eco-Region Sustainable Management Programme**, in 2006.

The ongoing Bale programme aims to protect the Bale Mountains eco-region and ensure the economic and social well-being of communities dependent on the ecosystem's natural resources. Building on experiences from the forest management programmes, the project has been promoting the following core objectives.

Promotion of community-based approaches for natural resource management, which include community organising and introduction of participatory monitoring and evaluation systems, Facilitating cooperation between government and communities through the development of land use plans, and

Supporting local communities to diversify their income sources so as to reduce their reliance on the area's natural resources. For example, it has already installed machines for the distillation of essential oils from tree-leaves.

The innovative approaches promoted by the two NGOs have provided models on how to strengthen community benefits as well as roles for prevention of total destruction of the meager remaining forest and other fragile ecological resources of Ethiopia.

Some NGOs are involved in initiatives that facilitated access to global resources for environment development and poverty reduction programmes in Ethiopia. For example WVE is the lead implementing organisation for the *Humbo and Soddo Community-Based Natural Regeneration* programme. The overall goals of this programme are the sequestration of carbon in a bio-diverse native forest, and the simultaneous reduction of poverty in the Humbo and Soddo woredas with support of education, health, and food security financed by carbon fund (value of carbon estimated at \$1.3 M). The programme have the following development objectives:

The restoration of 4,000 to 5,000 hectares of bio-diverse natural forest with expected sequestration of an estimated 300,000 to 400,000 tons of CO₂ by 2017,

Piloting community ownership and management of community land within a framework of broad core values (carbon sequestration, biodiversity enhancement, natural resource management, poverty reduction); and

Restoration of habitat for a range of threatened species including the Ethiopian Banana Frog, the Ethiopian Thicket Rat, and the *Nechisar* Nightjar.

The Humbo-Sodo programme is the first of its kind BioCarbon Fund to operate in Ethiopia. The lead role played by WVE in taking this initiative (which is also supported by the government and World Bank) shows the experience and commitments of NGOs to addressing the environmental and food security challenges in a sustainable way.

Some NGOs have also demonstrated innovative approaches to land reclamation and livelihood promotion. A specific example from Afar Region where Farm Africa supported agro-pastoral communities to combat the invasive tree *Prosopis* is outlined below.

Box 4 *Prosopis* Marketing Project - Farm Africa Innovation for Land Reclamation and Livelihood Promotion

The *Prosopis* Marketing Project is part of the Ethiopian Pastoralist Project of Farm Africa designed to combat the problems faced by Afar pastoralists as a result of the invasive tree *Prosopis*. A total of 700,000 ha of land in the region is classified as invaded and with high risk of invasion by *Prosopis*.

Prosopis is a highly invasive exotic tree, introduced to Ethiopia in the 1970s, that is spreading in the pastoralist areas of Ethiopia, making vast areas of land unavailable for grazing. According to studies by USAID a total of 700,000 ha of land in the region is classified as invaded and with high risk of invasion by *Prosopis*. The purpose of the Farm Africa's *Prosopis* Marketing project was to assist communities in Afar to clear *Prosopis* infestations in a sustainable manner. The project promoted a strategy of converting the *Prosopis* logs into high quality charcoal and then marketing the product for community income. To this effect, the project introduced efficient charcoal kilns, and facilitated formation of four cooperatives during 2004 to coordinate the production and marketing of Charcoal. In addition, the project introduced a *Prosopis* pod-crushing mill and demonstrated efficient use as livestock feed.

With successful implementation, the four charcoal marketing cooperatives since 2005 have been engaged in the regular supply and marketing of charcoal to Addis Ababa and other nearby towns. Together, these cooperatives cleared a total 600 ha of land which is now used for the production of cotton, maize and other crops. The Cooperatives have also established links with Addis Ababa based livestock feed processors to supply *prosopis* seed.

Compared to the total invaded area, the size cleared and reclaimed for crop production so far is little. As a strategy for scale-up (that is, involvement of more cooperatives - already formed, and clearing limited to *Prosopis* only), a taskforce comprising Farm Africa, the Melka Sedi Agricultural Research Station and other Regional partners have already prepared a draft law which is awaiting approval by the Regional Council (2007).

Promoting conservation-based sustainable agriculture

Small scale-Irrigation

One of the areas where NGOs have had a visible contribution relates to the collective participation in agricultural intensification. A study commissioned by CRDA and World Vision Ethiopia⁹ concluded that there was a trend of NGO-led agricultural intensification process that involved moves from field to garden and from cereals to fruits and

⁹ NGO Contributions to Food Security in parts of Amhara Region, 2004, by Dejene Aredo

vegetables production, complemented with irrigation. One can note such developments in programme areas of NGOs like WVE, LWF, ORDA, ASE and MfM, in parts of north and south Wollo, Oromia and North Shoa zones of Amhara and in programme area of REST in Tigray region. Experiences of REST are outlined below (Box 5).

The beneficiary communities from these programmes have increasingly become suppliers of high-value agricultural produce (fruits and vegetables). In summary, selected NGOs in Amhara have demonstrated the approaches to agricultural intensification and market-based production which is adopted and being scaled-up by government at the moment.

Box 5 Small scale Irrigation - Solution for Intensive farming and Poverty Reduction - Experiences of REST

In Tigray, up to 2003, REST constructed 15 earth dams with average potential to irrigate 50 hectares each and additional 10 river-diversions with average potential of irrigating 30 hectares each. REST also piloted and demonstrated the construction and use of Farm Ponds for supplementary irrigation. It has promoted technologies for water lifting (like Rope & Bucket and Treadle pumps) and technologies for drip and sprinkler irrigation by small scale farmers.

The above mentioned earth-dam and river-diversion schemes alone benefited a total of 3,600 rural house-holds (about 25,000 rural poor). With the introduction of small scale irrigation the farming practices of the target communities transformed and included the following key aspects:

- Watering practices of cereals and vegetables
- Utilization of available family labor to the maximum
- Repeated land preparation for vegetable cultivation
- Use of improved modern agricultural inputs like fertilizer and frequent weeding practices
- Diversification of production system so as to reduce risk of loss attributed by any external factors

Regarding impacts of the small scale irrigation, though varying by project site based on participatory community assessments, it was observed that the proportion of poor on average amongst the irrigation-beneficiaries has decreased. On food security, the survey found the adequacy of own production for annual food budget improving from five months (before project) to an average of nine months with the projects.

In summary these small scale irrigation schemes promoted by REST have provided models that are being scaled-up by all actors as effective approaches to addressing poverty while at the same time contributing to improved agricultural production and diversification and market orientation.

Credit to Haile Michael Mekonnen; Irrigation Development in Tigray part of the Tekeze Basin: The experience of Relief Society of Tigray (REST)

On the basis of their project-based lessons, NGOs advocated for the incorporation of water harvesting in the initial national poverty strategy as a means to agricultural intensification and limit dependency on rain. As explained above, REST and other food security focused NGOs innovated and demonstrated effectiveness of watershed based agricultural development approaches; water harvesting possibilities; the appropriateness of treadle-pumps for water lifting and drip-irrigation by small scale farmers. Convinced

by the approaches demonstrated, the government launched an extensive national programme of water harvesting as part of the extension system. Implementation of the programme has produced mixed-results. But, because of the collective effort done, adequate momentum is already created towards maximising water harvesting and use for agricultural intensification and thereby better income for the rural population.

When it comes to implementing the agricultural development policy and extension programme they are ahead of us. We see them as role models. Their participation has gone beyond construction and credit allocation (where we are at the moment) to product management and marketing. Hence, we are trying to learn from them. (*Kalu Woreda Administrator, on roles and contributions of Concern Ethiopia operation in South Wollo*)

Promotion of fruits and vegetables

Promotion of fruits and vegetables production is another area where the prolonged NGO participation has registered visible result. The irrigation development work has always been accompanied by supports for vegetable and fruit production. The same is true with women support and nutrition improvement initiatives.

Most rural-based NGO projects have either own fruit and tree seedling multiplication sites and/or support governmental, community and institution-based nurseries (like in schools, churches and mosques). Some NGOs introduced seedlings of fruits like Mangos and avocados from other parts of the country to their project areas. Moreover, some NGOs introduced improved varieties of fruits and vegetables, and thereby contributed to better production and return.

The role played by the development wing of Ethiopian Kale Heywot Church in piloting the production of Apple in Chench/Gamo Gofa zone of SNNPR stands as one of the outstanding contribution of the NGO community. Communities who benefited from the EKHCDP are now supplying fresh-products to the Addis Ababa market. The project outcome in addition to improving the livelihood of the rural population has contributed to the saving of scarce foreign exchange that used to be spent for importing apples. Over the last one decade many other NGOs have participated in the replication of Apple production by small scale farmers in major regions of the country.

Following successful replication and recognition of the benefits realised the government now have incorporated Apple production in its menu of extension package. Again, such lessons provide strong grounds to generalise that NGOs in agriculture have demonstrated approaches to agricultural intensification and market-based production.

Promotion of Bee-keeping (Apiculture)

It can be said that the innovative small scale piloting efforts of some national and international NGOs and FBOs in the area of alternative livelihoods promotion have reached a level where some visible and appreciated results are registered. The SOS Sahel's Apiculture Development Programme in Amhara can be a case in point. An

excerpt from terminal evaluation report (August 2006) illustrates how the programme improved incomes of farmers from apiculture through the introduction of systems and technologies for production, processing and marketing of products. (Refer Box 5). As a matter of fact SOS Sahel has played lead role in the design of the regional apiculture extension package.

Box 5 : Executive summary of the terminal evaluation of SoS Sahel Apiculture development Project

Between 2003 and 2006, SOS Sahel implemented an apicultural development project with the ETB 11,625,970 financial support of the Royal Netherlands Embassy. The programme covered Meket, Gozamin, Danigla, Bahir Dar zuria, Gonder zuria and Woreillu woreda of ANRS.

The purpose of Apiculture Development Programme was to improve the economic status and well-being of smallholder farmers' by selling value-added bees' products, stimulating local economy and creating the social capital of small-scale beekeepers through the development of producers cooperatives/union. This programme specifically focused on creating marketing opportunities for bees' products both in-country and overseas, and enhancing the capacity of farmers institutions to produce, process and market quality honey products that meets both national and international standards. The specific purpose of the programme was to create business oriented viable farmers' institutions, link them with new market niches/outlets for value-added bees' products and facilitate the creation of regional beekeeping resource centre.

The implementation of the programme has not contributed only to increase in income for small scale producers, but have ensured that this income is less vulnerable to external shocks. This is because the income is from a source not vulnerable to drought, but also exploits markets niches, which are less susceptible to regional weather patterns.

SOS Sahel has demonstrated tangible success with its beekeeping interventions first in Meket Woreda and later replication of the successful technology to other 6 woredas fully oriented to creating fair and sustainable markets for bees' products in Amhara region. Farmers involved in the programme have seen increases in income of 100 to 200 Birr per colony, through the adoption of a cheap, locally produced modified Top-bar hive accompanied by improved bee husbandry and marketing. The Amhara regional government is keen to build on the successes of SOS Sahel, and have been asking for increased support from the organisation for replication of the good practices. They have committed themselves to dedicating over 100 staff to the support and promotion of the improved beekeeping technology in the region. The proposed regional government programme builds on these achievements to date, and focus more on creating markets, formation of private sector oriented farmers' institutions and facilitate the link between local honey producers and in-country and overseas potential buyers.

As the government department in different level and the beneficiary committee were actively involved in each phase of the program from designing to monitoring and evaluation; it is strongly felt that impacts will sustain beyond the project period. Moreover, the documentation of good practices and institutionalization of the development approach to the government working system, and strong partnership created with other likeminded CSO actors was seen as an indicator that the project have achieved its preset targets and objectives, and contributed to the goal of reducing poverty in those localities and offered replicable lesson to ANRS and to other regions within Ethiopia having similar socio-economic and agro-ecological context.

The main conclusion from the three years implementation is a conviction that apiculture is a viable economic activity in the Region, and the approach adopted, of promoting farmers organisation and co-operation at the processing and marketing level, is the right way forward that can be extended to other high value agricultural products. The program experience has shown that how vital it is to invest in quality improvement of high value agricultural products, develop new products, establish linkages to new market outlets and build farmers organization and capacity; to improve smallholders' rural livelihoods.

Addressing chronic food insecurity

As indicated elsewhere, most of the NGO programmes are concentrated in the drought prone and food insecure parts of the country. Because of this, much of environmental rehabilitation as well as agricultural support programmes explained in earlier sections are implemented in the food insecure parts of the country. The diversified approaches and technologies promoted by NGOs have provided expanded models and insights for the government to shape its national programme direction. Besides, some NGOs are still involved in the implementation of components of the national programme for addressing food insecurity.

The Productive Safety Net Programme (PSNP) is a multi-donor large scale programme that has been under implementation since 2005. Providing transfers to food insecure population in chronically food insecure woredas, in a way that prevents asset depletion at the household level and creates assets at the community level, is the core purpose. As it stands now, some 5.7 million people from over 200 chronically food insecure woredas are beneficiaries of the programme.

The programme has its origins in earlier NGO piloted catchments-based conservation works where poor households get food or cash transfers to bridge months of critical food deficit. For example; in Kindo Koysha Woreda of Wolaita Zone (SNNPR) SOS Sahel in the mid-1990s' implemented an innovative project that created seasonal employment for the vulnerable to enable asset protection by poor households and deliver environmental protection works and feeder roads (230 kms constructed).

In the ongoing PSNP NGOs are still playing significant role in sourcing and implementing projects in various woredas across regions. CARE Ethiopia, WVE, REST, SCF/UK, SC/USA, CRS and FHI are directly involved in coordinating implementation of the PSNP with financial support from the USAID.

During 2005 and 2006, the above 7 NGOs delivered transfers to about 2.85 million beneficiaries nation-wide (Refer Box 6). In terms results, the PSNP is already praised for assuring effective targeting and supporting the poor. Evaluations indicate where NGOs coordinated PSNP the impact orientation is high due to enhanced community participation and innovation. Some of the acknowledged progresses are the following:

- Households are linked to sources of ideas and technologies related to diversification of production, improving land and livestock productivity;

- Households are linked to sources of ideas or technologies related to capitalising on opportunities for rural income diversification through off-farm activities;
- Community-based savings and credit groups are established to provide capital sources to the members on a revolving basis; and
- For example, in parts of Hararge market linkage nodes are established in key areas and as a result, exchange of information, experiences and interests amongst farmers, suppliers, traders and wholesalers in product marketing process is facilitated.

Box 6 - NGOs: Partners in the Productive Safety Net Programme (PSNP)

The PSNP is targeted to reach about 8.2 million people in 8 regions covering 280 woredas. PSNP Cooperating Sponsors are the major players in the delivery of the resources required. CARE Ethiopia, WVE, REST, SCF/UK, SC/US, CRS and FHI are the cooperating sponsors of PSNP. Amongst these, CARE Ethiopia implements the programme in parts of Oromia, Afar and Amhara regions; FHI is also the cooperating sponsor of PSNP in Amhara while the programme in parts of the SNNPR is managed by WVE. Since 2008, SC/USA has expanded implementation of the PSNP in 6 Woredas of Somali Region. The table below shows breakdown of the food delivered and the beneficiaries reached by the above NGOs during 2005 and 2006.

Cooperating Sponsor	Year 2005		2006	
	Beneficiaries	Food Distributed	Beneficiaries	Food Distributed
CARE Ethiopia	161,166	12,000	227,268	16,922
CRS Ethiopia	140,979	13,339	168,696	15,092
FHI	208,573	14,178	252,069	17,572
REST	342,652	39,066	473,441	43,624
SCF – UK	249,115	19,899	289,432	23,120
SCF – US	55,811	8,638	74,073	11,465
WVE	103,560	4,935	103,154	8,601
Total	1,261,856	112,057	1,588,133	136,395

Source: USAID

The NGOs have supported the PSNP implementation through interventions which are relevant to the community in their respective operational areas. The major intervention areas and also the contribution of NGOs included building community assets like soil and water conservation structures; irrigation and water supply schemes; reforestation and agro-forestry; and the construction of classrooms of schools, health posts, rural roads, etc and building the capacity of community structures. NGOs have played important role in the implementation and contributing to the success of the programme in addressing critical problems that threaten the lives of millions while simultaneously building community assets to promote and sustain development endeavours.

Water Supply and Sanitation

Cognisant of the vital relevance of safe water supply to the wellbeing and improved life of rural communities many NGOs have been involved in the sectoral activity of water supply, sanitation and hygiene promotion. Water development has been and is an important component of most NGO's programmes. According to the EC NSA mapping (2008) report NGOs have invested about 575 million birr in the Water supply and sanitation since 2004. Of this amount projects worth about 274, 131 and 125 million were implemented in Oromia, Amhara and SNNP regions.

The water supply and sanitation participation of NGOs has produced visible results in developing large scale and low-cost gravity schemes and strong community institutions that have taken lead role in managing these services. It has also demonstrated practical approaches for empowering women who otherwise are traditionally overburdened because of their role in domestic water collection. The following are key examples.

- The *Robe-Melliyu Water Supply Scheme* is a community-owned and managed scheme serving 70,000 people in 13 villages and 3 towns of Bale Zone of Oromia. It was developed by joint efforts of communities, the regional government and NGOs (Water Action and Water Aid Ethiopia). The active role played by the community in managing the scheme is the foundation of a sustainable supply of water to populations of the area. The most interesting feature of the scheme is that the rural community is selling water to three urban centres.
- In Arsi Zone of Oromia, the *Hitosa and Gonde-Iteya Water Supply Scheme* is a gravity flow spring system serving about 65,000 people. In Hitosa, the project physically consists of a gravity flow spring development system with 30 km of transmission pipeline and 109 km of distribution pipeline. In Gonde-Iteya additional 46 km of transmission pipeline and 112 km of distribution pipeline is laid. It was developed with the financial and technical support of Water Aid Ethiopia.
- The *Dalocha Water Supply Scheme* in Silti Zone of SNNPR was constructed in 1994 with the assistance of Action Aid Ethiopia and is currently providing access to safe drinking water for about 85,000 people. The project consists of a spring and 6 boreholes, 7 reservoirs with a capacity ranging from 50 m³ to 300 m³, 70 km of pipeline and 32 water kiosks (water points). Refer Box 7_ for details.
- In Humbo woreda of Wolaita zone (SNNPR) the gravity based water supply system developed by World Vision is providing safe drinking water for about 50,000 people through 80 km long pipeline. Other large scale community water supply schemes developed by ECS are operational in Gurage Zone of SNNPR.
- In the peripheral region of Benishangul Gumuz Water AID Ethiopia has piloted an effective approach for assuring total coverage of water, hygiene and sanitation services to rural communities. The participatory and multi-sectoral approach promoted produced an outstanding result that is being considered by the regional government for scale-up (Refer Box 8).

**Box 7 The Dalocha Women Water Development Association (DWWDA) - NGO
Innovation in Water Supply and Empowerment of Women**

When AAE started its integrated rural development program in Dalocha in 1989, the population identified water as the number one priority and requested Action Aid to help in addressing the problem. After extensive consultations with the community AAE decided to implement the Water project, with the condition that an organization of women will be formed and strengthened to manage the completed scheme. Actual water development work started in 1994 and was completed in 1998. On the institutional aspect, the Dalocha Women

Water Development Association (DWWDA) was formed in 1996 and took over the management of the scheme in 1998.

The total investment for Dalocha water program over the 4-years period amounted to 10.1 million Birr. This is distributed into three major activity areas: Civil Construction (6.44M) Pipeline, Distribution and Protection (1.97M Birr) and Capacity Building for DWWDA (0.37M Birr).

The extensive water supply scheme consist of two systems: spring and bore hole systems. The spring system is based on a 70 km pipeline network with 36 water supply points (known as water kiosks). The borehole system consists of 6 deep boreholes powered by generators and pumps with their own water kiosks. In general both water systems have 8 pumps, 8 generators, 14 reservoirs with different capacities and 42 water kiosks. Because of size of the scheme, the association has a total of 10 permanent and 48 semi-permanent workers.

Currently DWWDA is a duly registered, formal and independent women's civic organization in rural Ethiopia, which owns and manages an equally unique and relatively large-scale rural water supply scheme providing access to safe drinking water to over 80,000 people in the woreda.

The DWWDA case, at least formally speaking, denotes two sides of the empowerment dimensions simultaneously: a) Practical empowerment: in terms of access to a basic service, namely clean water, which is undoubtedly critical for rural women, and a particular problem in Dalocha. Without doubt the water project has brought about a substantial change in the life of the Dalocha community. Although the community as a whole has directly benefited due to greatly improved access to clean and affordable water, women are considered to be the primary beneficiaries because previously the main burden of transporting water from long distances fell on women's shoulder, b) Strategic empowerment: empirically speaking, the Dalocha women, through their formal association, control and manage the water scheme. If we take empowerment to mean the process of enabling formerly excluded individuals and groups to participate in decision making that directly affect their lives, there is no doubt that DWWDA itself as an organization can be taken as the culmination of the process of empowerment, because it now controls and manages the water scheme that principally benefits women. Operationally, the fact that DWWDA has successfully managed the water project since 1998 is also a reality.

The DWWDA experience can be taken as one case in Ethiopia, which has taken the rhetoric to some level of reality. There is no doubt that transferring the control and management of a water project to a women's organization is a totally alien idea in much of rural Ethiopia, including Dalocha. Nevertheless what is indisputable is that the formation of DWWDA has brought about a new dynamic into the local community, and thanks to the publicity work, DWWDA is already being taken as a model of successful and promising rural peasant women's civic organization in the country.

Box 8 NGO Innovation for Full WASH Coverage - AAE experience from Menge Woreda of Benishangul-Gumuz Region

The structure of Water Desk at Woreda level in BSGNRS was introduced in 2003. It was envisaged to have 3 staff members (operation and maintenance, water quality control and a

Coordinator). Since 2005 the Menge Woreda Water Desk has 2 full-time staff. Over the last five years the Woreda Council approved a total of Birr 68,768 as operational expense for the Water Desk. Out of this total budget Birr 50,000 was used to develop three hand-dug wells while the balance covered field and office expenses of the Desk.

Water Aid Ethiopia commenced implementation of the Menge Water Supply and Sanitation Project in 2005 aiming at assuring 100% coverage within three years (reference by then was 18%). The indicative total budget of the project was about 2.8 Million Birr.

Approach promoted by WAE:

- Multi-sectoral Project Steering Committee, chaired by Woreda Administrator and WAE as secretary; monthly progress review and guidance - facilitated multi-sectoral action, cooperation and integration into woreda development plan,
- Joint planning, involving Water Desk, Woreda Administration and community leaders
- Delineated roles and responsibilities - Woreda Administration and Water Desk facilitate and mobilize community to contribute labor and locally available materials; and WAE makes available expertise (two professionals), factory made materials and equipment needed.
- Community forms Water Committees for each Unit that coordinate collection of user-fees to cover operation and running costs. In addition WAE makes sure that selected community members are trained in the operation and maintenance of pumping units, and local-level shops for fast running spare-parts are established.
- Groups of Water Committees are organized into Water Boards, and full-time staff are employed to provide administrative and technical support towards running the systems.
- User-fees are collected and managed (held) by a microfinance institution,
- Legal framework for Water Committees and Boards studied and approved by the Regional Council.

Over the last four years, Water Aid in collaboration with the Woreda Administration developed a total of 68 Water supply units (mostly hand-dug and shallow-wells). Oxfam/UK also supported the construction of 15 hand-dug wells. As a result of the combined effort, the current woreda level access to safe drinking water has reached 76%. With this level of coverage Menge already stands first compared to other Woredas of the Region. Moreover, WAE and the partners are working hard to ensure 100% coverage within the coming one year.

Table _ Progress in WATSAN coverage in Menge Woreda

Year	Water supply		Sanitation	
	Project Kebeles	Woreda as a whole	Project Kebeles	Woreda as a whole
Before Project	0%	25%	7.8	18%
2004/'05 one kebele	100%	29.6%	100%	23%
2005/'06 3 kebeles	100%	43.4%	96%	33%
2006/'07 - 6 kebeles	82.5%	60.8%	67.2%	50.5%
2007/'08 - 6 kebeles	83.8%	76%	47.7%	54.2%

Source WAE

Currently there are two Water Boards in Menge Woreda (Menge Zuria and the Undulu Zuria Water Boards), established with objectives of assuring optimum use of resources for sustaining and enhancing the WATSAN services and also for coordinating collaboration with the woreda water sector stakeholders. Each Board has two full-time staff (one for administration and the

other for technical support). Already, they have about 70,000 birr net saving from the user-fees collected. In addition to maintaining and expanding the water supply service to the growing population the Boards have medium-term plans of expanding participation into such areas as developing recreational facilities (in collaboration with Associations of Youth) and installing grain mill services (with Associations of Women).

If anything happens to the Unit they know that no-body from outside will come-in to maintain or replace it. They know that part of the user-fee collected from them will be used. That is why everybody is active participant. (Ato Hassen Community Mobiliser, AAE, Menge)

The Menge experience is another innovative NGO approach that will definitely contribute to the national efforts of attaining MDGs in the WATSAN area.

Pastoralist livelihoods promotion

The pastoral and agro-pastoral regions of Ethiopia cover a very large geographic area (61% of the country's landmass) comprising the entire regions of Somali, Afar, the lowland areas of East, South East and Southern parts of Oromia, rural Dire Dawa and also a significant portion of the SNNPR. Over three-fourth of the estimated 12 - 15 million population in these areas are classified as pastoralists that are dependant on livestock husbandry for their livelihood. About 42% of the country's livestock population belongs to pastoral communities residing in the mostly distant and remote parts of the country. Pastoral regions are the most neglected part of the country where infrastructures like road network, communication, social and economic infrastructure are least developed.

As the climate and agro-ecology of these regions is predominantly arid, they are often subjected to variability in rainfall patterns, thus leading to droughts and flooding that disrupt livelihood of the population. In addition, the dominant view has been about undermining and not recognizing the pastoralist form of livelihood as a sustainable and viable strategy, hence development processes tended to undermine and endanger the system.

With introduction of appropriate policies/strategies (integrated, holistic, and multi-sectoral) and enhanced investment in services and infrastructure, the pastoral production system can be developed to benefit both the community and the country at large. As the pastoral communities are far off and least-organized to lobby for such policy direction and resource allocation a group of NGOs took the initiative of promoting the above pastoralist agenda. Pastoralist Forum Ethiopia (PFE) was established in 1998. The Forum was first initiated by Somali and Borena pastoral elders and a few NGOs working in pastoral areas. At present, there are registered Pastoralist Development Forums in Afar and Somali Regions.

NGOs operational in pastoral areas successfully implemented projects and programmes that, in addition to expansion and provision of basic services and opening-up economic opportunities for the community, provided insights and models that are considered and partly promoted by government. The following are key examples:

- In education sector, the Alternative Basic Education (ABE) school system started by NGOs is now part of the Government strategy in major pastoral regions particularly Somali, Afar and also the pastoral areas of Oromia.
- SCF/UK and partners have developed an Early Warning System (EWS) for Pastoral areas where local government (woreda and kebele) as well as local community institutions are capacitated to play lead roles. In addition SC/USA is the only NGO currently implementing the PSNP in Pastoral areas of Somali and Afar.
- NGOs have also taken lead roles in developing infrastructure for social services like schools, veterinary posts, health facilities and water supply (sinking and rehabilitation of boreholes and construction of earth-dams for water harvesting). Major NGOs in this regard are Hope for the Horn, PCAE, Action for Development, ECS/HCS, Save the Rural Society (SRS) and SC/USA,
- Implementing integrated agro-pastoral development projects - livestock feed and fodder production, small-scale irrigation, natural resource protection and rehabilitation activities that aim to building community assets. The Pastoral Development programme of Oxfam/UK is typical example,
- Community awareness creation, sensitization and campaign against HTP, primarily against VAW and the promotion of gender equality. Some of the actors in this area include SOS Shael, Action for Development, APDA, United Society for Sustainable Development (UNISOD), Oxfam/GB and SC/USA.
- The revitalization of traditional structures and systems for conflict transformation and environment/natural resources management EPaRDA, Action for Development, SOS Sahel, Pact Ethiopia and PCAE are examples in this regard.

On top of the above contributions, the growing recognition of pastoralists and pastoralism is perhaps the most important contribution made by PFE and its members during the last one decade. The following are key indicators:

1. The commemoration of annual Ethiopian Pastoralist Day (EPD) started in 1999 is now officially recognized event by the government. During the 8th EPD, in 2006, the Federal Government recognized and endorsed officially EPD as a national day to be commemorated every year on the 25th day of January. This historic event has raised immensely the profile of the pastoral community and enhanced solidarity for reaching out decision makers and the public. As a result, (Tir 17)
2. Through PFE, NGOs managed to (at least) include pastoral interests in the national multi-year poverty reduction plan (PASDEP);
3. The government have pastoral development strategies and initiatives; and
4. In the executive branch of the government some pastoral institutions were formed and revived at the federal and the regional levels;
5. With the promotional work done, a growing momentum of interest is created in the donor community that is being translated to improved support for sustainable pastoral community development programmes.

While the above are success areas, there are still some major outstanding issues to be addressed to improve the wellbeing of the Pastoral Community. For example, land use plan suitable to pastoralists has to be formulated; Regional Pastoral Councils should be strengthened to play active role in guiding development processes; the financial market services should be reformed and made to accept livestock as collateral for bank loans; and above all, development of social services has to be intensified to narrow the equity margins.

Overall, it can be said that the various NGO engagements in Pastoral Community areas have contributed significantly to addressing marginalisation and strengthening social cohesion at country level.

Market development

PASDEP prioritizes rural development and agricultural transformation strategy to address food insecurity and alleviate poverty. The ADLI, as the name indicates, stresses that development in agricultural production and productivity, particularly in the small scale producers sector, has to dictate the industrialization of the country. However, the traditional and subsistence nature of agricultural production and the corresponding low productivity still stand as major stumbling blocks to realising the ADLI intents. Market development is one of the priority activity areas under the theme of Rural Development and Food Security of PASDEP.

The findings of this study show that NGOs have been the key actors in the promotion of both market-based agriculture and market development. The following are the supportive points:

- NGOs as lead promoters of small scale irrigation, at least in their programme areas, have facilitated the grounds and supported the transformation of farming practices where increased production of high-value market crops, like vegetables and fruits, emerged more important than the field-based cereal crops. The case of Antsokia (in North Shoa zone of Amhara region), where WVE facilitated such transformation is a good example in this regard.
- The role played by NGOs in strengthening Cooperatives (as explained in earlier sections) is another indicator that support the generalisation on NGO role in market development. NGOs like HUNDEE, ACDI/VOCA, LWF and SHDI have provided all rounded supports, including infrastructure for produce storage and linkage with industries for Cooperatives and Unions to upgrade their participation in marketing and thereby maximise gains for members.
- As part of their rural development programmes, many NGOs piloted into the market-chain approach, which is now being scaled-up for various agricultural commodities. In addition to coffee, market-chain studies and corresponding actions are promoted for various fruits, vegetables, root crops, oil-seeds and spices. An interesting experience facilitated by the Harergae Catholic Secretariat (HCS) is shown on Box 9. The SOS Sahel study on Essential Oils Value Chain in Kaffa which established the potential of developing the natural product ranges and its value chain to boost the

incomes and compliment existing commercial activities in the area is another indicator of the degree of participation of such NGOs.

By participating in this area, NGOs have contributed to: improved income of the rural small scale farmers and also to improved export earnings to the nation. Above all, their participation has provided the government with models or prototypes for translating the market development agenda in an effective way. This is not to conclude that all needed is accomplished. Rather it is to appreciate the promising start, which has to be further perfected and expanded.

Box 9 : Good Practice - Agro-Enterprise Development Stakeholders Learning Alliance ECS/HCS Harar

The specific best practice relates to an initiative of helping small scale farmers to make production decisions based on market-demand of agricultural commodities. Accordingly, a stakeholders learning alliance was initiated by the Harergae Catholic Secretariat (HCS) with objectives to: 1) Identify important marketable agricultural commodities; 2) Identify major opportunities and constraints for producing and marketing these commodities (market chain study), and 3) To seek possible solutions for the major constraints to producing the marketable agricultural commodities.

The operational strategies used by the initiative were: a) Organize and conduct agro-enterprise workshop at each woreda; b) Sub-divide each woreda into three study sites; c) Establish the learning alliance team; d) conduct sub-sector market-chain analysis over selected commodities; e) Identify critical points; f) Organize discussion forums with higher officials and core team members to share findings of the process and develop consensus on possible solutions (including policy inputs). The following are the key outcomes and learning's from the process:

- Potato, papaya, tomato, groundnut and sesame identified as priority marketable crops for the target area,
- Similarly, producers, brokers, assemblers, travelling local traders, retailers, wholesalers, exporters and consumers were identified as the actors along the Chain,
- The critical points across the market chain for commodities include: a) Production site and temporary storage; b) Assembling (sorting, cleaning and bagging) site; c) Local markets; d) Export markets (Dire Dawa, Kombolcha, Jijiga).
- Main constraints affecting production and marketing include: a) Production system (dependency on natural circumstances); b) unreliable, inadequate and fragmented supply system; c) lack of timely market information and undeveloped marketing infrastructures; d) long cycle of market chain along with many actors; e) poor post harvest handling and management; f) improper application of existing marketing policy and strategy.
- Recommendations to promote agro-enterprises by small scale farmers: a) Improving business skill, enterprise identification; b) business plan development; c) strengthening business service providing institutions (Cooperatives); d) creating access to market information; and e) strengthening linkage among the key actors.

Based on the findings and the recommendations made, and with the support of HCS, interested farmers were organized into groups and the scaling up of the production of some of the identified crops (potato, peas, bean and tomato) has already started in the *woredas*. As per the dialogue held with development agents, cooperative promotion experts and farmers trained and organized into

business groups indicated that they have already diversified their crops by including more of the marketable commodities over the staple and mono-crop production of maize and sorghum.

This initiative of HCS stands as innovative NGO programme that directly addressed the key policy objectives of PASDEP. The following aspects magnify its qualities as best practice:

- The networking process has been able to bring together different state and non-state actors to device a joint strategy aimed at developing the Agro-Business;
- In the course of the process, there has been learning and sharing amongst the stakeholders involved, hence the initiative has contributed to capacity development,
- The process demonstrate a participatory and evidence-based approach to policy dialogue at local levels on how to promote and consolidate value chains, which is a basic feature of any local economic development process, and
- The process is replicable as the approach is rather consolidated. (an approach based on a cycle of Action Learning and Joint Planning that can be used in different sectors where a value chain has to be strengthened).

Strengthening government capacity

Particularly at local level where Woreda Sector offices have very limited budget for operation NGOs often support initiatives or proposals and also create training/learning opportunities for the participation of personnel from governmental offices. Particularly NGOs subscribing to the rights-based approach are widely engaged in strengthening capacity of the government at different levels so that it is able to discharge its duties to the rights holders'.

As a practical example, the relative proportion of resource allocation by partner category (Table 14) as well specifications of regional and Woreda sector offices that benefited from AAE Benishangul-Gumuz programme in 2007 are presented below. During the field work of this study, the Bambasi Woreda Agriculture and Rural Development Office head acknowledged that the financial support of AAE is the only and the first fund that they managed to have for promoting small scale irrigation in the woreda. The specific case demonstrates that NGOs are providing diversified supports for the governmental structures to in turn to respond to the social service and development needs of communities.

The Benishangul-Gumuz programme of AAE is also credited for financially and technically supporting preparation of the regional five-year development plan (2007 - 2011). Because of the all inclusive and participatory process followed, the five-year plan developed is a comprehensive document facilitating the participation of all actors in promoting sustainable development. In other regions, too, AAE is playing lead role in supporting decentralised planning processes. Among others, AAE's support for Dawro Zone Governance Strategy design can be sited as an example. It commissioned studies in five woredas of the zone (Participatory Poverty Analysis; Institutional Capacity Assessment; Household Survey; and Government Policy, Plan and Strategy Review) and consultation workshop to develop a five year strategic plan focusing on priority concerns of poor people. As a result, the Dawro zone and each of the five woredas in the zone developed their five-year strategic plans through participatory process and by taking the concerns of poor people into account. The studies helped establish social, economic and political database at zone and woreda levels. Similarly, AAE conducted Participatory

Poverty Analysis and Capacity Assessment of local and government institutions in Dobba woreda (West Harerge zone, Oromia), which enabled the woreda government to develop a strategic plan based on the analyses and through participatory process.

Table 14 AAE BSG proportion of resource transfer by type of partner (2007)

Category of Targets	No of Projects approved/funded			Amount transferred, Million Birr			as % of total transfers
	2006	2007	Total	2006	2007	Total	
Regional Gov. Offices	29	64	93	2.08	5.84	7.92	90.0
NGOs	3	2	5	0.22	0.14	0.36	4.1
CBOs	10	7	17	0.15	0.37	0.52	5.9
	42	73	115	2.45	6.35	8.80	100

Table 15 AAE-BSG Programme Profile and Purposes of transfers to Regional level Governmental Partner Bureaus and Offices during 2007

Recipient Regional Partner	Purpose of the transfer
Bureau of Agriculture & Rural Development	<ul style="list-style-type: none"> o Support to equip Veterinary Clinic (Chicha) o Training of Animal Health Workers o Tse Tse Fly Control in Sirba & Beloji-ganfoy Woredas
Bureau of Education	<ul style="list-style-type: none"> o Furnish & Equip primary Schools (Hile and Kutala) o Access Education Network formation o To Print Level III Access text book o Support for ACCESS facilitators up-grading (Gilgel Beles TTC)
Bureau of Health	<ul style="list-style-type: none"> o To purchase DDT Spray cases o to purchase furniture for two health posts o To Buy and supply Motorbikes to Wereda health Offices o To buy and supply Essential Family Planning pills and drugs.
Bureau of Info. Culture & Social Affairs	<ul style="list-style-type: none"> o Awareness Creation and Capacity Building on HTPs o Private investment Promotion o To celebrate International Elder's Day
Food Security & Disaster Prevention Office	<ul style="list-style-type: none"> o for Participatory Vulnerability Assessment Training o for supporting resettlement Programme o To purchase small scale materials & M&Ev'n
Police Commission	<ul style="list-style-type: none"> o Support to create awareness on the implementation of Community Policing o Women Child Right Watch Group Capacity Building
Regional Council	for printing and translating Proclamations
Supreme Court	Awareness Creation on Independence of Judges
Bureau of Justice	Familiarisation of Family law

Table 16 AAE-BSG Programme Profile and Purposes of transfers to Woreda level Governmental Partner Offices during 2007

Zone /Wereda	Name of Partner	Purpose
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Kamashi/ Agalo Woreda (5 transfers)	Education & capacity Building Office (2)	<ul style="list-style-type: none"> ○ Refresher Training and Education materials Purchase ○ Finalise Four Access centers
	Agric. & Rural Dev't Office (2)	To construct 25KM Access Road
	Health Office (1)	For Malaria control, Sanitation, Hygiene and Family Planning Education
Kamashi/ Kamashi Woreda (10 transfers)	Education & Cap. Building Office (2)	For 2 ACCESS centers construction and Refresher Training and Educ. Material Purchase
	Agric. & Rural Dev't Office (6)	<ul style="list-style-type: none"> ○ For Vet Clinic Construction ○ To establish nursery sites, ○ To construct and furnish stores, & to provide training ○ Support to Kamashi 02, Jirmma I and Koncho Kebele Irrigation Projects, ○ For PVA facilitators Training
	Health Office (2)	<ul style="list-style-type: none"> ○ For malaria Control, Sanitation and Hygiene and Family Planning Education and ○ For Medical Revolving Fund

8.4 Conclusion

The task of unlocking challenges affecting agricultural productivity and rural development in Ethiopia is still so enormous, and much more sustained and concerted effort is needed to make a difference.

During the last nearly two decades a number of encouraging developments have happened in the rural and agriculture sectors of Ethiopia. The government deserves the due credit for the emphasis attached and investments made in expansion of infrastructures for basic services (health, education, travel and transport, among others).

There are also some positive moves in relation to the emergence of rural institutions for facilitating access to finance, market, potable water supply and the likes. In addition, some starts in transforming agricultural practices; towards intensification, diversification and market-orientation, are in motion. The various cases and evidences presented in this document justify concluding that NGOs have indeed visibly contributed to these key progress areas of agricultural and rural development.

The path collectively followed by the NGO community towards producing and contributing these key results to the overall rural transformation process has not been straight and smooth. Some NGO approaches and initiatives unintentionally might have contributed to the opposite end. At individual agency-level some may have operated with hidden and self-serving objectives. NGO efforts of promoting the various (presently) successful initiatives have passed-through testing moments of disagreement and discouragements with counter-part governmental officials. As an advocacy process, this can not be avoided, and it will remain so even in the future. There are lots of ongoing innovations that are going to be confronted with same temporary disagreements.

The field work of this study verified that NGO/CSO roles and contributions in the agriculture and rural development area are accorded with due recognition and commensurate appreciation at regional and local levels. Relatively better systems and

structures for interaction and dialogue are in place. Programme integration and joint operation are on the increase. Expectedly, this situation is facilitating grounds for genuine partnership and collaboration for addressing the key development challenges at decentralized level.

No doubt that they are participating and contributing to the development process. Hence, we should provide them with the opportunity to speak/reflect to us on their experiences'.

Advisor to the President of TNRS

9 CSO/NGO CONTRIBUTIONS TO HUMAN DEVELOPMENT

In this section we shall examine the involvement and contributions of CSOs/NGOs in the area of social services or human development as it is sometimes called. We shall use both these terms interchangeably in the pages that follow. Included in this category here are health (including HIV/AIDS), education, child welfare and protection, and water and sanitation. One important area of NGO engagement that is often ignored mainly because of the difficulty of putting a monetary or resource value on it is institution building and empowerment. We shall look at this later and try to show its significance to the lives of the poor. This too is part of what we call human development

Let us look at the subject first from a broader picture, namely, the flow of CSO/NGO resources and their contributions to the progress achieved in the area of human development. We shall then examine briefly the contributions in each of the individual sectors and the significance of these to the development effort in the country.

A good indication of the development priorities identified both by government and the voluntary sector is evidenced by the flow of resources and investment across projects and sectors. All the available evidence indicates that over the last decade basic social services, or human development, in particular health, education and water/sanitation, have attracted the largest share of investment by the voluntary sector. This is true both in terms of gross investment over the decade as well as investment on a yearly basis, and holds true also, in many cases at least, across Regions. The investment data is frequently obtained from records of government agencies responsible for monitoring NGO activities and reveals information with regard to organizations which have submitted project plans and budgets to the agency in question. The information is thus not complete because there may be a few organizations (admittedly a small minority) which either have not signed project agreements or have failed to submit the necessary information.

Moreover, it is important to raise a note of caution here. The classification of CSO/NGO project activities employed by different sources and agencies varies, and the breakdown of project spending shown in one source is often different from that of another. This makes comparative analysis over time and across Regions difficult. Moreover, it is not always clear whether breakdowns used in the sources all refer to the same sectors in all cases. For instance, the category “integrated development” employed in some of the sources is a composite of many sectors. Furthermore, these classifications are not harmonized with those employed by the government in PASDEP posing further difficulties.

Despite the difficulties, however, it is possible to show in broad terms the magnitude of investments across projects and the priorities that these indicate. According to the recent EC mapping study, investment in the broad area of social services topped 5.1 billion Birr and made up 54 percent all project investment by NGOs in the country in the period 2004

to 2007 (see Table 7 in Section above). Individually, the higher priority given to health is indicated by the greater resources that were devoted to it, attracting the largest investment in almost all Regions outside of investments in “integrated development”.

A similar picture emerges if we look at the evidence on Regional investment patterns provided by other sources. Table 17 below shows the sectoral breakdown of investments by NGOs working in SNNPR. More than 61 percent of investment in the Region in 2006/07 went to social services, of which investment in the health sector (including HIV/AIDs) was the highest, accounting for nearly a quarter of all spending in that year.

Table 17. Project Budget by Sector of NGOs working in SNNPR 2006/2007

Sector	Budget (Birr)	Distribution %	Beneficiaries
Health	105,136,192	22.8	1,305,779
Water	70,241,461	15.2	417,486
Education	49,465,500	10.7	112,625
Social welfare	51,563,340	11.2	78,760
HIV/AIDS	6,757,848	1.5	434,647
Integrated Dvpt	85,100,911	18.4	281,010
Agriculture	34,680,652	7.5	362,149
Food Security	20,799,003	4.5	423,424
Environment	22,908,165	5.0	389,631
Good Governance	2,622,346	0.6	147,238
Relief	2,361,700	0.5	175,000
Urban Dvpt	2,899,060	0.6	2,960
Conflict Resolution	3,693,385	0.8	66,806
Capacity Bldg	3,186,701	0.7	1,020
Total	461,416,264	100.00	4,198,535

Source: SNNPR BOFED 2007

An earlier study carried out jointly by CRDA and DPPC in 2004 presents a broadly similar distribution of CSO/NGO resources: nearly half of the investment in the country in the period in question went to Health/Water and Education, while Health/Water (the category used in the document) attracted the largest sectoral investment (Table 18).

**Table 18. NGO Expenditure for Selected Regions by Sector (1997-2001)
(in Million Birr)**

Sector	Amhara	Oromia	SNNPR	Tigray	Total
Food Security	197.55	267.31	165.44	179.95	948.49
Health/Water	131.53	361.00	325.16	68.69	991.28
HIV/AIDS	14.50	2.73	9.12	2.91	48.92
Education	101.49	234.07	130.54	84.54	700.75

Capacity Bldg	128.10	12.92	31.92	28.93	287.47
Infrastructure	96.87	36.57	28.52	12.47	209.37
Emergency	158.84	26.67	14.94	119.67	346.83
Total	828.88	941.27	705.64	497.15	3533.11

Source: CRDA & DPPC 2004, p. 35.

Note: Total includes expenditures for Addis Ababa and Somalia Regions also.

These resource flows are made within the framework of government policies and the needs and priorities of each of the Regions in which CSOs/NGOs are active. As noted in earlier in this report, the voluntary sector does not operate in isolation or outside the parameters of government priorities.

Moreover, PASDEP, the government's current poverty reduction strategy document, recognizes that the voluntary sector will have to participate actively and provide considerable resource input if the goals set in the document are to be met. PASDEP places strong emphasis on the involvement of NGOs in the area of social services and expects the organizations to provide a good deal of the financial and other resource outlays all through the five-year period of the plan as indicated in the table below.

Table 19 Poverty Reduction Financing and NGO Contributions

Sector	Total Fund Needed (Bn Birr for 5 Yrs)	From Govt and Donors (%)	From NGOs, Private & Communities (%)
Education	53.7	67	33
Health	34.9	44	56
HIV/AIDS	6.2	23	77
Water/Sanitation	15.6	77	23

Source: PASDEP

While the figures in the last column do not show the precise resource contributions of each of the actors involved, they nevertheless provide an indicative scale of magnitude. A close reading of the plan document suggests that here the main source of financing are NGOs. In all the sectors, the contributions of communities are taken to be mainly in kind, that is, in the form of labor and local materials. The private sector's role is mainly in the education and health sectors; it has only a minimal presence in the other sectors. Moreover, due to a variety of reasons, some donors have reduced or suspended their direct budget support (DBS) programs to the government, and hence some of the sector development programs, especially education (ESDP III) and health (HSDP III) may be faced with a shortfall of funds (see World Bank 2007; OXFAM and BEA 2006). This will probably mean greater reliance on the contributions of NGOs and other non-state actors in order to meet PASDEP's goals.

It may be useful here to briefly note the broad framework of priorities set by PASDEP for the social service sectors in order to place NGO interventions in context. In terms progress in education, health and water and sanitation services, the government has set its site on meeting the Millennium Development Goals (MDGs) within the time frame set by

the United Nations. The most significant priority in the education sector in this regard is primary education for all by the year 2015. Other goals include improving the quality of education in order to produce a highly trained workforce, ensuring equity in education, and upgrading the competence and efficiency of school systems and teachers. In the health sector, strong emphasis has been placed on rapid expansion of primary health services and its coverage, and greatly increasing the health extension program in order to provide an effective system of prevention and control of communicable diseases such as malaria, TB, sexually transmitted infections (STI), diarrheal diseases, and HIV/AIDS. In the water and sanitation sector, PASDEP's main goal is to provide access to potable water for all the population (especially in the rural areas), expansion of irrigation schemes, and greater improved sanitation services.

The engagement of the voluntary sector in the social service sectors complements and supports the broad priorities set by the government in its PASDEP document. In terms of resource distribution within the social service sector, the government plans to allocate a much higher budget to Education all through the PASADEP period, followed by Health and Water, as shown in Table X4 above. NGOs on the other hand have invested much greater resources in Health than in the other social sectors, although the data provided in the EC mapping document indicates that "Child Development" has received more NGO resources than Health. The important point here is that the voluntary sector has given high priority and allocated greater resources to human development.

An indication of the extent of engagement of CSOs/NGOs in the country's development effort, and more particularly in the area of human development is shown by the diversity of projects run by the organizations in the country as a whole and the resources invested on them in the years 2004 - 2007 (Table 7, Section 7 above). The number of on-going projects shown in the Table does not provide the whole picture for reasons noted above nevertheless the figures indicate a broad overview of how CSO/NGO resources are distributed across a wide spectrum of program interventions.

One area of NGO investment which has not often been given sufficient attention is capacity building of government bodies with which NGOs work closely. Table 7 does not clearly indicate the scale of projects and investment related to this issue. NGOs do also invest resources in building the capacity of the poor, and the beneficiaries of their programs, but this is separate from capacity building of public agencies. In the latter case, the undertakings involve upgrading the skills of public officials through training and awareness raising, constructing offices and the work environment, and providing office furniture, equipment and supplies to enable officials to carry out their duties; in a number of occasions the organizations may also help defray the costs of workshops, field visits, training programs and preparation of manuals or guidelines undertaken by the offices concerned as part of their activities. That such support has had a significant role in improving the competence of government agencies and civil servants and building capacity has been acknowledge by a number of public officials we talked to during our short field work for this study. Officials in Oromia (including senior men in the Office of Social Affairs and Public Mobilization, police officers both in Adama/Nazret), senior court and police officials in SNNPR, and officials in the Regional Presidents secretariat

in Benishangul were unanimous in their appreciation of the support provided by NGOs to their respective agencies and the improvements such support has brought about. Many of them acknowledged that without the support provided by the organizations, their work would have suffered and they would have been unable to carry out their duties properly.

Since the first round of poverty reduction programs launched in 2002, the country has made notable progress, particularly in a number of human development sectors. There has been considerable expansion of education at all levels and more significantly in primary education. The number of children of school age now attending school has increased significantly, and the government believes it will be able to meet the MDGs' goal of achieving primary education for all by 2015. There has been increased coverage of primary health care, and significant reductions in child and infant mortality. Though on a smaller scale, increases in coverage of clean water supply have also been achieved.

These successes may be attributed to many factors of which increases in public spending on health, education and water supply have played a significant role. But credit must also be given –and this has been acknowledged by many public agencies- to the active involvement of and huge resource outlays by CSOs/NGOs in these and other sectors over the last ten years. As has been noted in the preceding discussion and the Tables shown above, the large-scale investment by these organizations and the diversity of the areas of engagement are aimed at poverty reduction and complement and enhance the role played by public agencies. Official documents from the Regions obtained for this study as well as the interviews conducted among public officials by the Study Team confirm that the contribution of the voluntary sector to the successes achieved in these years has been significant. (see SNNPR 2006,2007; EC 2008; list of persons interviewed). At the Regional and lower levels, officials recognize that part of the credit for progress that the country has made, particularly in the area of human development, should go to the active role played by not-for-profit organizations.

In the pages that follow we shall look at CSO/NGO contributions in the main sectors of human development. We will present a summary of the areas of their involvement but our main focus will be to highlight the important innovations introduced and piloted by the organizations and what this has meant in terms of impact on program management, poverty reduction and broadly the empowerment of the poor.

9.1 Contributions in the Health Sector

There are two main ways in which NGOs run health programs: they are either managed separately as health programs by organizations which are primarily engaged in health service delivery, or managed as part of other programs run by the same organization (part, in other words of integrated programs). Overall, NGOs are involved in almost all areas of health care and service delivery and also contribute to capacity building of the health sector both at the community level as well as at the level of the woreda and above. The following are among the important activity areas of NGOs:

- ❖ *Primary health care.* Provision of basic services through health-facility approach (i.e. through clinics, health posts, etc) or through outreach programs. Greater effort to enhance community-based and home based approaches. The services provide a wide variety of treatments, referrals and information and awareness raising services. Also treatment of diarrhea, intestinal diseases, and pneumonia. Beneficiaries are community residents, in particular women, mothers, and children.
- ❖ *Reproductive health and family planning services.* These include care and counseling during pregnancy, child birth, pre- and post-natal services; adolescent reproductive health issues and services to the young. Information about and provision of appropriate contraceptive options and technology. Also support, guidance and follow-up services
- ❖ *Prevention and control of communicable and other diseases.* Services for and information about malaria, TB, STI, as well as HIV/AIDS. Also control, treatment and immunization against infections and diseases common in different environmental settings. Information and mobilization of community for VCT, and control and treatment of epidemic diseases.
- ❖ *Promotion of Environmental hygiene and sanitation.* Control of disease bearing rodents, insects and other vectors. Awareness raising about services on basic hygiene and environmental sanitation issues. Treatment for contagious health hazards, including eye and skin diseases
- ❖ *Construction and Management of health facilities.* These include hospitals, clinics, health posts, pharmaceutical stores, and dispensaries. The table below gives is a comparative picture of health facilities managed by NGOs and other actors. The information is incomplete as there is reason to believe that the number of facilities managed by NGOs is under-reported.

Table 20 **Number of Health Facilities Managed by NGOs and others**

Category of Health facility	Managed by		
	MoH	NGOs	Private Sector
Primary Health care facilities (Health Centre, Clinic, Health post, Health Station)	3200	322	1119
Hospital	77	8	12
Special Hospitals	5	-	-
Total	3282	330	1131

Source: EC 2008

- ❖ *Emergency care service.* This includes life saving nutritional services and care especially for the children and vulnerable women
- ❖ *Capacity building.* Training of health personnel both for the government and for communities; construction and repair of health facilities for communities and the government (clinics, hospitals, health posts, etc); provision of drugs, vaccines and medical equipment and supplies to the public health sector.

HIV/AIDS

NGOs were in the forefront of the effort to contain the HIV/AIDS pandemic in this country, and have continued to provide support and care to people living with the disease (PLHA). There were a considerable number of organizations engaged in this area even at the time when the government was reluctant to acknowledge the spread of the disease in the country. It was sometime later when the pandemic had spread widely among the urban and rural populations that public agencies began to make greater effort to contain it. This active effort was supported by considerable financial and technical assistance from the donor community.

At present, according to data provided by HAPCO, the prevalence rate of the epidemic in the country in 2005 was 3.2 percent, with the urban areas having a much higher rate than the rural areas. Moreover, there were over 744,000 AIDS orphans in the country. As a result of concerted effort and greater public awareness raising, the pandemic appears to be stabilizing at the moment, and there is even slow but gradual decline in the urban areas (MoH and HAPCO).

HAPCO is the main coordinating body responsible for bringing together multi-sectoral agencies to engage in the fight to control and reduce the pandemic. Its main partners are government bodies, CSOs/NGOs (including Associations of PLWHAs) and donor organizations. Broadly, there are two forms of involvement in the control and mitigation of HIV/AIDS by CSOs/NGOs: one is by organizations specializing on HIV/AIDS work, the other by organizations which employ an integrated approach, i.e. they work with affected populations as part of other development work.

According to information from HAPCO there are at present over 200 CSOs/NGOs working in the area of control and prevention of the disease and care for the affected populations. HAPCO is financing more than 80 of these at federal level, and about 40 percent of its resources goes to finance the work of these organizations. HAPCO recognizes the important work these organizations are doing and that the success that has been achieved is partly due to their strong involvement.

Some of the activities in which CSOs/NGOs are involved are the following:

- ❖ voluntary counseling and testing centers (VCT), blood banks,
- ❖ prevention of mother-to-child transmission (PMTCT) and antiretroviral treatment (ART);
- ❖ care and support of orphaned and vulnerable children (OVCs);
- ❖ programs on sexual and reproductive health (SRH) and HIV prevention;
- ❖ training of community youth, religious leaders to play active roles in HIV prevention;
- ❖ support and care of young people and adults with HIV; and
- ❖ establishment of service centers where young people can access information relevant to them and to protection against the disease.

Innovations in the Health Sector

It is clear from the available evidence that NGOs have given much greater attention to reproductive health, and more recently to family planning than has government and other actors. This has been due to a good extent to the growing commitment to gender and women's empowerment on the part of an increasing number of organizations. On the other hand, the increasing concern with adolescent reproductive health that has emerged among NGOs, due in part to the greater prevalence of HIV/AIDS among the young, is also a new venture not fully replicated by the public sector.

But the more important contribution of NGOs lies in the establishment of *community based health agents*, CBHAs (particularly reproductive health agents CBRHAs) and their active deployment among beneficiary communities. These agents provide services to the community as well as information and education on health care and basic hygiene including referrals. They mobilize the community for health intervention programs such as HIV/AIDS and malaria prevention, immunization, and environmental hygiene. CBHAs were actively engaged well before the government initiated the program of *health extension service*. Indeed, the extension program may be considered in part as an expanded version of the CBHA approach. These agents live in the community and closely interact with community residents. This innovative measure has made it possible to bring health care to the community, and indeed to the homestead- an important step on the road to community-based or home-based health service program. The work of these agents has contributed in expanding community access to basic health services and health information. CBHAs now work closely with the government's health extension agents.

9.2 Contributions in the Education Sector

The voluntary sector has been engaged in diverse activities in the education sector for quite a long time. During the current decade, the emphasis of the organizations engaged in the education sector has been broadly to help the country meet the MDG goals of primary education for all, and to bring about a much greater measure of equity and quality in education. They have given particular attention to and invested on access to education by girl-children and improving the opportunities of such children to continue with their education. This has meant programs to protect female students from a variety of hazards and risks they face such as abductions, early marriage, sexual abuse, etc.

The following presents the main areas of investment and support provided by CSOs/NGOs in the education sector:

- ❖ *Construction, expansion and renovation* of pre-schools, primary and secondary schools, technical and vocational training institutions, facilities for teachers, libraries, sanitation facilities, and school administration offices
- ❖ *Provision of needed materials and supplies to school systems*. These include furniture and school desks, classroom equipment, teaching aids, and sports equipments and facilities

- ❖ *Managing regular, specialized and technical and vocational schools.* Several NGOs also run special schools for children with disabilities or special needs.
- ❖ *Establishing and managing non-formal, or alternative educational institutions and systems.* This is one area where the voluntary sector has introduced innovative ideas (see below)
- ❖ *Capacity building.* Improving the quality of education through training and financial support to teachers and other school personnel Also improving educational efficiency by upgrading the competence of school administrative staff. Some NGOs even provide support to Regional Education Bureaus

A paper prepared by the Education Bureau for the fourth workshop organized by the GO-NGO Forum of SNNPR in September 2007 states that the number of “NGOs partners working on Education Sector has increased through time. And their contributions to the improvement of Educational Access, Quality and Efficiency is fundamental.” This kind of recognition of the part played by CSOs/NGOs in the progress made in the education sector is commonly made by other Regional and woreda officials.

In an interview conducted in Adama/Nazret for this study, the head of the Social Affairs and Mobilization office stated that more 5200 children were able to attend school through the support of NGOs and CSOs working in the town. Without this kind of support these children would have ended up as vagrants and street children. According to the EC mapping study there are over 300 regular schools run by NGOs providing education to more than 100,000 children throughout the country. Moreover, some of the vocational schools set up by NGOs have produced qualified and competent technicians and skilled craftsmen, employable skills that are sorely needed in the country. The recent urban youth program introduced by the government, in which the young and unemployed are given skill training and organized into cooperatives is a replication of the idea piloted by the voluntary sector.

Innovative Schemes in the Education Sector

While the financial and material support provided to the educational effort of the country has had a positive outcome, the lasting effect of NGO contributions will in the long run be measured in their innovative approaches to non-formal education. NGOs have introduced and piloted non-formal or alternate education approaches to meet the needs of children who cannot attend regular schools because of their marginalized life conditions, due to poverty, or because the schools are too distant from their homes. The population of children in this condition in the country is quite large and if the nation is to meet the goals of universal primary education, these children’s educational needs have to be met.

A good number of NGOs have set up alternate and specialized education centers throughout the country precisely for this purpose. These centers are located in most cases close to the children’s community, and have adopted a flexible teaching and learning environment based on the needs of the children and their parents. In some cases, and where poverty is the main cause preventing children from attending school, there are programs of income generation for the parents of the children. There has also been

attempt to introduce a school-feeding program in some areas to address the problems of poverty and insufficient food for children going to school. Such schemes help not only to keep children in school (and reduce the drop-out rate) but also relieve the children from the pressures of income earning to help the family. In some cases, the marginalized communities are provided with basic services, particularly access to water which removes the burden of fetching water for girl-children so that they can attend school. Students who attend these alternative schools are subsequently integrated into the regular school system with the approval of the officials of the local public system.

These alternate education schemes have been adopted by many Regional Education bureaus and scaled up to reach a larger number of children from poor and marginalized communities.

9.3 Child Protection and Welfare

Non-state organizations working with children may be divided into two broad areas: those engaged to promote the welfare of disadvantaged children, and those whose main objective is the protection of children against abuse, sexual and physical exploitation. On occasions the same organizations may be engaged in both activities at one and the same time. Many organizations here have an exclusive child-focus, while in some cases organizations may combine child focused work with other programs. As shown in the tables above there are a large number of projects in the area of child welfare and protection, and the resource outlay is also considerable.

There are a wide diversity of social, economic, health and environmental problems that impact on children. As noted above, the spread of HIV/AIDS has produced a large population of orphaned children, and while the pandemic may be stabilizing at the moment it will continue to take a heavy toll socially and economically. There will in other words be more HIV/AIDS-orphaned children in the years to come. Further, periodic social and economic crisis, such as hunger and food shortages, environmental shocks, and civil disturbances will bring hardships and suffering to children in particular. The evidence available indicates that due to acute poverty, the abuse and exploitation of children is rampant and may be on the increase. It is now becoming apparent due partly to the work of the voluntary sector that sexual abuse of children, frequently by parents or close relations is widespread.

The main activities pertaining to children's welfare are the following:

- ❖ *Support and fostering orphaned and destitute children* through various schemes.
- ❖ *Providing shelter, safe homes and rehabilitation* to children in distress
- ❖ *Managing specialized children's villages.* These are centers for children without parents, and children in distress.
- ❖ *Providing health, education and material support* to children from very poor families or destitute children

- ❖ *Working with street children* to improve their life conditions. Sponsorship programs to enable such children to attend school or vocational training institutions
- ❖ *Working with juvenile delinquents*, and children with anti-social behavior
- ❖ *Managing special youth homes* and supporting and preparing youngsters for employment opportunities
- ❖ *Child-family reunification programs*
- ❖ *Daycare programs for needy parents*; children feeding centers, and outreach programs
- ❖ *Capacity building* for communities, relevant government bodies to enable them to support children in difficult circumstances. Training and sensitization programs also included.

The work of protection of children from abuse and exploitation depends largely on advocacy work and public awareness of the rights of children. This means raising awareness among communities, law enforcement agencies, school administrations and health care providers. CSOs/NGOs work closely with many government bodies, in particular with the Police, the Courts, the Prosecutors office, schools, and government bodies such as Social Affairs and Women’s Affairs agencies, and others concerned with children’s protection. Very often they provide training to staff of these institutions, capacity building, material and financial support. They also work with *iddirs*, CBOs, informal neighborhood community groups, youth groups, school children and kebelles. In many urban areas, child rights organizations and their partners in the community support a large number of *iddirs*.

The main objective in this endeavor is to promote child rights and the protection of children from abuse, exploitation and risks and dangers that may be posed by harmful traditional practices and beliefs. This involves undertaking awareness programs based on the Federal and Regional Constitutions and laws, international conventions and agreements approved by the Ethiopian government, as well as training and support.

Innovations in Child Protection

CSOs/NGOs were instrumental in bringing about change in two areas: a) the inclusion of the subject of children’s rights and child protection in the curriculum of training institutions for the police and judges, including in the Federal and Oromia Police Training Colleges; and b) the establishment of Child Protection Departments in each *Killil* and in each *woreda* in the country.

The following is a case study of an innovative reform to promote child protection, which is being piloted in Adama/Nazret. The scheme has been initiated and supported by a number of CSOs/NGOs working there including FSCE, Lawyers Association for Human Rights (LAHR), VISION, ARAYA Yemelkam Zega Association, EWLA, and Ellilta Women at Risk Project and others. The reform is also being tried out in Addis Ababa.. The first task was the establishment of the Child Protection Unit.

Case Study. *Multi-Sectoral Child Protection Scheme Introduced by FSCE and Partners and Operational in Adama/Nazret*

FSCE has been conducting a program of *advocacy on children's rights* and protection against child abuse and exploitation in Adama/Nazret for many years. The program has targeted not only communities but also law enforcement and court officials, medical personnel and woreda prosecutors. The multi-sectoral child protection scheme, which was established in 2005, is a collaborative effort between these government agencies and FSCE and a number of CSOs/NGOs working in the town and woreda. The scheme involved setting up a special *child protection unit* (CPU) in the town's police stations and training police officers not only to be child friendly but also to be able to handle children that have been abused, exploited or in distress. Abused children are taken to these units and child-friendly officers enable them to tell what has been done to them in private and a non-threatening environment. Many abuse cases involve rapes of very young children frequently by close family members. Where medical service is needed, abused children are then taken from here to a *special unit in the town's hospital* where they are examined and treated by medical staff who have been also child sensitized. If the case is brought before a court, there are *special court rooms* where only children and their counselors are allowed in and where they are given the chance to tell their story without intimidation. The children thus do not have to face the persons they are accusing or others.

These rooms are *connected by close circuit TV* to the court where a judge trained to handle abused children hears their case. When court cases are initiated, legal assistance is provided by CSOs based in the town which specialize in human rights and legal service to the poor and vulnerable. If it is decided that the children should not return to their homes (because, for example, they have been abuse by a parent or relative) or have no homes to go to, they are placed in *safe homes* for their protection. These safe homes are operated by NGOs working in the town. A new idea that is now being piloted in the town, is a *free phone line* that children in distress can call from any public phone to get help. This free line (919) is connected to the CPU in the police station and is manned by trained officers. This new free phone has been widely publicized among children in school, among iddirs, and through leaflets and poster campaigns.

9.4 Institution Building and Empowerment

The voluntary sector has maintained that its priority concern is fighting poverty and uplifting the livelihood of the poor, the disadvantaged and marginalized. Its development projects and welfare and social protection programs have been designed to benefit these population groups. The aim has been to improve their income, to provide them access to basic services, and to reinforce their resilience against social, economic and environmental shocks. CSOs/NGOs learnt through experience that without enabling communities to enhance their social awareness and their competence to manage community-based development and service delivery programs the effort to achieve these goals would not have lasting results and any short term gains would not be sustained. The need therefore for building institutions that serve the poor was recognized to be critical and to require increased attention.

Over the years, CSOs/NGOs have helped their beneficiaries build a diversity of self-managed organizations both in the rural and urban areas. These include: farmers organizations, youth and women's associations, savings and credit societies, cooperatives, water users associations, grazing societies, cereal bank groups, micro-finance organizations, and school-based environmental groups. Moreover, CSOs/NGOs have also provided financial and resource assistance and capacity building support to iddirs and community based organizations (CBOs). It was the CSOs/NGOs which first recognized that some of the informal customary organizations found in many rural and urban communities, iddirs in particular, could play an important role in community development.

In this connection, it is worth noting that NGOs have also provided financial and other support to what are called "mass-based organizations". These are organizations that are sponsored by the government and which are claimed to represent the interests of broad population groups. They include Women's Association and Youth Associations. In some cases, the support provided by NGOs is substantial, such that the organizations would find it difficult to sustain their activities if it was discontinued.

It is impossible to put a monetary value or numerical figure to the organizational endeavor of NGOs but it is quite clear from all the evidence available that the achievements in this area are very significant.

NGOs were the first to organize poor people's savings and credit associations as well as micro-finance schemes in this country. Almost all of these were poor people's organizations and intended to serve the needs of the poor. Indeed, in the great majority of cases, the organizations were set up for poor women and specifically tailored to address their needs. The basic idea was enable the poor to establish a saving culture and to get

access to micro-credit when they needed it and without going through the difficult processes required by formal financial institutions. These organizations were later transformed into formal cooperatives and micro-finance institutions following public legislation and the establishment of a regulatory framework in the mid-1990s.

At the grassroots level, many of the savings and credit cooperatives (SACCs) organized by NGOs, which are self-managed and which cater to the needs of the poor, are still going strong. Some of these SACCs have merged with other and formed strong cooperative unions. There are many examples of such NGO-initiated cooperatives which have become very successful and serve as models for others throughout the country. An example of such a cooperative that the Study Team had the opportunity to visit is Abdi Gudina Cooperative Union based in Adama/Nazret. The Union, whose membership consists predominantly of women, was initially made up of SACCS organized by Vision, an NGO working in Adama woreda, Oromia. These SACCS were later turned into cooperatives and they together with others were able to establish the Union. The Union now has an asset of over 10.6 million Birr, and all its members have improved their lives. Some of the beneficiaries of the Union interviewed for this study stated that their lives have changed significantly for the better due to their involvement in the organization and they are now able to manage the organization by themselves.

Similarly the micro-finance movement which in this country was initiated by NGOs has grown in strength partly due to the earlier organizational effort of NGOs. This is acknowledged by the Association of Ethiopian Microfinance Institutions. According to the evidence from AEMFI, the micro-finance sector of the country is one of the fastest growing in the world. As of the end of 2006, there were 26 micro-finance institutions which had an aggregate asset of 2.7 billion Birr and serviced about 1.6 million borrowing clients (AEMFI) (2008: 7-8). While many of these institutions are small and serve a limited number of clientele, there are large ones which cover whole Regions and operate with immense assets. The largest institutions are ones which are associated or have been supported by Regional governments.

The success of organizations established by NGOs is partly due to capacity building programs and complementary support provided by the latter. These include a wide variety of training programs, management, financial and leadership training being among the most important. In addition, the organizers provide information dissemination schemes as well as education to raise awareness among members of the organization as well as the leadership regarding rights and benefits that citizens are entitled to according to the laws and constitutions of the country. This involves a good deal of advocacy work. Moreover, the organizers also provide at the initial period support to enable the members to be engaged in income generations schemes. Such schemes help improve the asset base of the organizations as well as the families involved, and provide the incentive for the members to sustain the organizations.

The following case study illustrates an innovative organizational initiative introduced and piloted by Hundee, an indigenous grassroots development and advocacy organization working in several woredas in Oromia.

Case Study: *Cereal Bank Cooperatives: An Idea Introduced by Hundee*

A serious problem for poor peasants and one which contributes to food insecurity among them is not only do they not produce enough food to feed their families all through the year but also because of their inability to determine when to market their produce and how to get a fair price for it. Because of economic, financial and family pressures, poor peasants are forced to sell grain immediately after harvest when frequently prices are quite low and grain supply is high. The answer to this problem is *cereal banks*. Here peasants get together and form some kind of formal organization. When Hundee initiated the scheme in the Sululta area north of Addis in the 1990s, it helped peasants form primary associations, however, these were later transformed into a cooperatives. With the help of Hundee, the organizations were able to build proper grain stores and establish a management system run by the members themselves after initial training. Each peasant who is a member deposits his/her harvest with the bank, and he/she is entitled to small loan to tide them over until market conditions and prices are favorable to the producer. The grain is then sold in the open market when prices go up thus benefiting the poor peasant. The scheme has other benefits as well: it provides suitable and well managed grain storage; it gives peasants harvest security and bargaining power vis-à-vis the grain merchant; and helps peasants improve their food security. Furthermore, some cereal banks engage in grain trading: they purchase grain when prices are low and sell them later for profit. Several others buy and store grain as a safety net measure against food shortages. Cereal banks also serve as entry points for a variety of development programs targeting poor peasants. Hundee has established 124 cereal bank schemes in the areas where it is working. There are now over 200 cereal banks established by Hundee and its NGO partners in the country as a whole. Many of the banks have expanded their activities and now provide farm products to small-scale processors and agro-industries.

Building organizational capacity at the grassroots level is now recognized as an important instrument for empowerment of the poor. To empower the poor means first and foremost to build up their organizational capacity. Through their organizations the poor can access resources, services and benefits that they would not have obtained if they sought them individually. Public sector officials are more likely to listen to the poor if they are approached as a collectivity, i.e through people's organizations rather than individually.

Moreover, the ability to manage organizations, however small they may be, provides the poor with knowledge, skills and competence which are useful tools in improving their livelihoods and accessing services and benefits that they are entitled to. Some of the beneficiaries of successful cooperatives initially organized by NGOs we interviewed for this study stressed that they have been able to received benefits and services because they demanded them as an organization; they would not have received such benefits and services if they had asked for them individually and not been organized into cooperatives. They were, they said, now well aware the statement that *organization is power*.

10 Contributions to Good Governance and Democracy

10.1 Governance, Democracy and Human Rights: Use of Terms and the Context

Prior to discussing the engagements and contributions of the Ethiopian civil society sector in the area of good governance, democracy, human rights and peace, it would be appropriate to clarify the use of these terms in this study. It would also be important to briefly describe the status and challenges in Ethiopia in terms of governance, democracy, human rights and peace.

The concepts of governance, democracy, human rights and peace represent broad ideas about the conduct of public life involving actors from across sectors. There is a significant degree of interlink and overlap among the concepts. Thus, it has been very difficult to draw a clear distinction among these terms. In this study, the concept of good governance is understood as the broadest concept in which issues of democracy, human rights and peace are included.

Concerning the governance context in Ethiopia, authoritarian forms of government dominated most of the country's history. A process of building democratic governance in the country, which is noteworthy, started only after the fall of the military government in 1991. Since 1991 the government has taken important measures to promote good governance and the FDRE Constitution adopted in 1995 establishes a multi-party parliamentary system of government and recognizes most of the human rights elaborated under international law. The government has also shown its commitment to promoting good governance through ratifying a number of international human rights instruments, reforming domestic laws to harmonize with international human rights standards, emphasizing good governance in different policies and programs such as the PASDEP, etc.

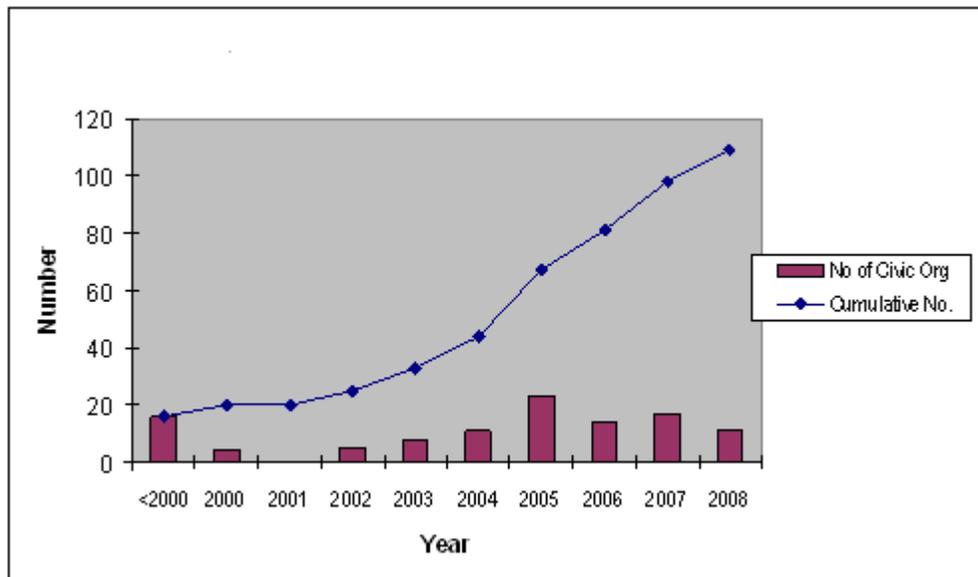
Despite the important progresses made in the area, the process of building good governance is at its early stage, which has been facing serious and complex challenges. Major challenges in realizing democracy and human rights include lack of adequate awareness about human rights among the public, the limited democratic culture and experience in the country, limited participation of citizens in governance, lack of adequate and appropriate laws and policies in some areas, capacity limitations of law enforcement and governance organs of the government, etc.

CSOs/NGOs have been engaged actively in addressing the challenges in promoting good governance. This study identifies and analyzes the engagement and contributions of CSOs/NGOs in realizing good governance, democracy, human rights and peace. Before doing so, a general discussion on the profile and scope of CSOs/NGOs engagement in governance is in place.

10.2 Profile and Scope of CSOs Engagement in Governance

The engagement of Ethiopian CSOs/NGOs in good governance, democracy, human rights and peace building is a comparatively recent development. Mainly due to the circumstances of the emergence of the sector as well as the prevailing operational environment, CSO's dominant areas of operation until the end of the 1980s were relief activities and delivery of social services. The earliest 'advocacy NGOs' or 'civic organizations' started to emerge in the early years of the 90s after a more permissive legal and policy framework was put in place by the then Transitional Government of Ethiopia. According to a recent data from the Ministry of Justice, the number of registered CSOs/NGOs at the federal level with primary objective of promoting good governance, democracy, human rights and peace building stands at 120.¹⁰

Figure 1: Number of Registered Civic Organizations at the Federal Level



Source: Federal Ministry of Justice (2008)

There are also a number of civic organizations registered at the regional level. One recent study identified about 37 'advocacy and human rights organizations' registered at regional level with no such organization reported for Afar, Oromia, Tigray and Benishangul Gumuz. The same study has also identified 12 advocacy networks that are operating in different regions.

Table 21: Indicative Profile of Governance Engagement of Regional CSOs/NGOs

Region/ City	Advocacy & Human Rights Organizations	Advocacy Networks
Afar	0	1

¹⁰ EU/CSF, Updated Mapping Study of Non-State Actors in Ethiopia, Draft Final Report, June 2008

Somali	2	1
Harari	12	0
Dire Dawa	3	1
Oromia	0	2
SNNP	1	2
Tigray	0	2
Amhara	16	0
BG	0	2
Gambella	3	1
	37	12

Source: Adapted from Regional Reports for EU NSA Mapping (2008)

The engagement of CSOs/NGOs in good governance, democracy, human rights, and peace building is not, however, limited to those CSOs registered as civic organizations. In the last decade significant proportion of development CSOs have adopted the right based approach and have increasingly started engaging in governance issues as an integral part of their development, service delivery and relief activities. Therefore, most of the CSOs/NGOs in the country are practically engaged in promoting democracy, human rights and peace.

10.3 CSOs Contribution in Promoting Good Governance

10.3.1 Promoting public awareness and participation in governance

CSOs/NGOs engaged in human rights, democracy and good governance issues, either as core areas of intervention or as part of ‘development’ activities, typically undertake awareness raising initiatives to inform the public and bring concerns of their ‘targets’ to public discussion forums. The thematic areas on which CSOs/NGOs public awareness raising work cover a range of issues including child rights, women’s rights, the rights of PLWHA, rights of persons with disability, democracy, corruption, voter education, pastoralist issues, access to justice, etc.

CSOs use different strategies to raise public awareness on various issues of governance. Major interventions of CSOs include the following:

- Publication and dissemination of IEC materials (posters, leaflets, brochures, etc.).

- Dissemination of legal and other documents; e.g. the FDRE Constitution; translation of international human rights instruments into local languages and distributing among the public.

- Conducting voter education to sensitize and mobilize the public to participate in elections.

- Organizing debate forums among contending parties to ensure access to information to the public on the programs and plans of action of different parties.

Publication of articles on different governance and rights issues on print media.

Organizing training workshops on various issues of human rights and democracy to different sections of the society.

Running radio programs to raise awareness and sensitize the public on various governance and human rights issues. E.g. national radio broadcasts on gender-based violence and women's rights aired by Panos Ethiopia and EWLA; radio program on child rights, women's rights and gender, HIV/AIDS and Civic Education aired by EHRCEPA every two weeks via the regional radio stations of the Amhara Mass Media Agency since August 2004.

ActionAid Ethiopia assisted a project aimed at building legal literacy of the people in Tigray by broadcasting a weekly radio program in Tigrigna language on legal (e.g. the Constitution, the revised Penal Code, Family Law, etc.) and rights issues which was implemented in collaboration with Demtsi Weyane Tigary and Mekelle University Law Faculty. The program provided about 2.5 million people with information and forum for discussion on various legal and human rights issues in Tigray region and the country, with particular emphasis on the rights of vulnerable social groups (women, children, people with disability, PLWHA).

Save the Children Norway: Radio Listening Groups¹¹

One of the projects supported by Save the Children Norway involves the preparation and transmission of a series of weekly radio programmes (locally produced by the Gondar Educational Media Centre) on HTPs in partnership with the Department of Labour and Social Affairs (DOLSA) in Gondar. DOLSA field workers organize women radio listening groups in selected *kebeles*, distribute radio sets and encourage the women to discuss the issues raised in the programmes. After a 6-month cycle of radio transmissions and follow-up the women of the DOLSA listening group "graduate". They are each given a radio set and encouraged to form "Hobby Listening Groups" in their respective neighbourhoods and involve other women in discussions on Harmful Traditional Practices (HTP). In addition to the radio listening groups, local CRC clubs in the schools also use the messages against HTP in their activities. The issue of child marriage is particularly relevant to the CRC clubs and it has been reported that children have organized demonstrations and involved public authorities to prevent child marriages. SC Norway and DOLSA report that the HTP programme has had a large impact, quoting for instance figures to the effect that 1050 out of 1291 known practitioners (of FGM, uvulectomy and teeth excision) have voluntarily stopped their practices as a result of the programme. Additionally, a number of child marriages have been stopped, in particular by CRC clubs.

¹¹ Johan Helland and Deresse Getachew, Study of the impact of the work of Save the Children Norway in Ethiopia: building civil society, Norwegian Agency for Development Cooperation, October 2004, pp 37-38

Apart from raising public awareness, one of the main strategy CSOs/NGOs have been using to promote the participation of citizens in governance democracy, human rights and peace building is mobilizing and empowering grassroots, religious, community and mass based organizations. Some examples that illustrate the interventions and achievements of CSOs include the following:

- Traditional institutions for conflict management, fighting HTPs, and environmental management are revived and made operational in the pastoral and agro-pastoral areas of the country. For example, in South Omo zone of SNNP region traditional structures of Elders strengthened by EPaRDA are now lead actors in preventing and managing inter-clan conflicts. In Borana, SOS Sahel and AFD have successfully modelled out approaches that empowered the Gada elders in natural resources management and fighting HTPs in general and VAW in particular. Many more NGOs in Oromia implement programmes for the promotion of child rights; girls education and eradication of VAW through a strengthened Gada System.
- The establishment of the school clubs on child rights, HTPs/FGM, civic education, environment, violence against girls, corporal punishment and other issues that have now been officially recognized extra-curricular structures in primary schools across Ethiopia was initiated and supported by a long list of NGOs including ANPPCAN, EGLDAM, FSCE, EWLA, IFSO, CHADET;
- The establishment of children’s participation structures in the community (outside the schools) such as networks of child rights clubs, children’s councils and children’s parliaments has been initiated and supported from the early stages by child focused NGOs including ANPPCAN-Ethiopia and Mary Joy;
- Many of the existing membership organizations of the poor and vulnerable groups, including youth, women’s, PwDs, and PLWHA associations, were established with the support of international and national NGOs whose financial and technical support has been instrumental for their engagement in governance issues.
- A number of CSOs/NGOs have mobilized and supported *idirs* and other community based organizations to participate in various human rights and governance issues.

Initiating Anti-Corruption Forums of Youth and Women

Action aid Ethiopia initiated Anti-Corruption forums of youth and women in the Tigray Regional State and the SNNPRS. In the SNNPRS it initiated the forums in partnership with the Regional Ethics and Anti-Corruption Commission. It is becoming a big social movement and has mobilized members of the youth and women associations in 22 major towns of the region to engage in fighting against corruption including in awareness raising, reporting of suspected cases, etc.

Establishment of Community Human Rights Centers

APAP initiated Iddir Unions in Addis Ababa, Awassa, Assela, Bahir-Dar, Dire-Dawa, Debre Brehan, Harar, Jimma, and Adama Towns to form Human Rights Resource centres. APAP provided the centers with human rights and paralegal trainings and other technical and material supports. The 10 HRs resource centers are actively engaged in providing HRs trainings and legal aid services to their community members. Between 2005-2007, the centers provided legal advices, preparation of applications to administrative organs and other related counselling supports to more than 4000 people.

These structures have created and expanded the space for the participation of communities and vulnerable groups around human rights and democracy issues of direct relevance to their situation.

10.3.2 Contribution to Better Access to Justice

Despite constitutional recognition of access to justice and legislative measures imposing *pro bono* duties on advocates, affordable and quality legal services are not available for most Ethiopians. This, coupled with capacity and efficiency limitations in judicial and administrative institutions, has made access to justice the privilege of the few. The situation is particularly dire for the resource poor and other vulnerable groups. In response to this gap, an increasing number of CSOs/NGOs are engaged in the provision of legal aid services in Ethiopia. The services of many of these organizations focus on the needs of specific social groups such as women, children and persons accused of crimes concurrently targeted by other interventions. The following are some of the more extensive legal aid services made available by CSOs/NGOs:

- Legal advice, counseling and representation provided by the Children’s Legal Protection Center (CLPC) of the African Child Policy Forum (ACPF), in Addis Ababa and eight regional towns;
- legal advice, counseling and representation provided by the Ethiopian Women Lawyers Association (EWLA) to victims of GBV/VAWC in criminal and civil cases in Addis Ababa, Nazareth, Dire Dawa, Awassa, Gambella, Assosa, and Bahir Dar.
- legal services provided by the Action of Professionals Association for the People in Addis Ababa, Bahir Dar, Awassa, Dire Dawa, Jimma, Harar, Adama, Assela, and Debre Berhan through ten legal and human rights resource centers, three joint projects with regional legal professionals’ associations and two legal aid centers.
- free (pro bono) legal services provided by the Ethiopian Bar Association at its head office and in the premises of the Federal High Court in Addis Ababa.

Victims' Helpline

ANPPCAN – Ethiopia has established a help line for children called Reporting Center for Child Abuse in Addis Ababa. The Child Help line operates 10 hours a day and provides medical, counseling, legal and family reunification services for victims of child abuse. EWLA has completed preparations to commence an additional hotline service for victims of gender based violence in 2008.¹²

The number of people who accessed the legal system and protected their rights through the legal aid services of these organizations is very substantial. For instance, nearly 70,000 clients throughout Ethiopia received legal aid services between 1996 and end of 2007 from EWLA alone. Similarly, APAP and its partners provided legal aid services to a total of 20,951 persons between 2000 and 2007.

Table 22: Beneficiaries of legal aid activity of selected NGOs in 2007

Organization	Major Beneficiaries	Number of Beneficiaries in 2007
Action Professionals' Association for the People (APAP)	The Poor	7,226
ANPPCAN	Child victims of abuse and neglect	663
Children's Legal Protection Center (ACPF/CLPC)	Children deprived of their liberty and child victims of abuse	4,123
Ethiopian Women Lawyers' Association (EWLA)	Women and girl victims of GBV	18,013

Sources: Annual Reports of Organizations for 2007

The launching of a Network of Legal Aid Centers in Ethiopia on 13 November, 2007 indicates further intensification of CSO/NGO engagement in the provision of legal aid services in the near future. This network, which has already become operational through referral arrangements, aims to improve access to justice, ensure efficiency and increase accessibility of legal aid services to those in need.

There are also indications that these organizations have been engaged in public interest litigation parallel to individual legal aid services. The more explicit evidence of such engagement is seen in the following activities recently undertaken by the organizations:

APAP has also initiated administrative proceedings questioning the legality of eviction measures taken by the Addis Ababa city Administration on more than 111 households around Bole International Airport. The petition was made in the name of 42 households before the Addis Ababa Administration and Clearance Appeal Commission which is an administrative tribunal competent to hear appeals from eviction orders of the concerned land administration

¹² EWLA Annual Report (2007), January 2008

authorities as per the expropriation and lease proclamations. Furthermore, anticipating the possible impacts of the procedures adopted on similar cases, APAP has simultaneously submitted an intervention application in its own name questioning the constitutionality of the measure taken. The case is still pending before the Commission.

The CLPC has initiated judicial proceedings on behalf of a child claiming abuse by its guardian to focus attention on existing rules of procedure and judicial practice requiring all petitions on behalf of a minor to be submitted through the legal guardian. After petitions by the CLPC, the Court decided to take notice of the pleadings submitted directly by the plaintiff minor. The decision of the Court to do so is expected to initiate a shift in favor of the best interest of the child across the judicial system.

EWLA has extensive experience of using selected cases of gender based violence to demonstrate and change gender biased substance and interpretation of the law. In one instance, the organization successfully exposed widespread tolerance of the most serious forms of violence against girls within the justice system through appellate consideration of a controversial case involving a girl convicted for the murder of a man who had abducted and raped her. The subsequent public and official scrutiny has made tangible contributions to changes in attitude and practice among law enforcement and judicial personnel.

10.3.3 Contribution to Improved Policies, Laws and Programs

The situation of the poor and disadvantaged sections of society, including their exclusion from decision-making processes affecting their lives, is for the most part caused by structural problems. As such, the problems that plague their lives can best be addressed through pro-poor government policies, laws, institutions and programs. On the flip side, measures that did not take into account the real and felt needs of the poor and disadvantaged may become irrelevant for their lives or even aggravate the situation.

CSO/NGOs can take a role in initiating pro-poor structural measures by the government and promoting the needs and interests of the disadvantaged in high-level decision-making through research and advocacy.

Issues of Advocacy Engagement Reported by Ethiopian CSO/NGOs

A recent mapping¹³ of the advocacy experiences of the civil society sector identified the following as the governance, democracy and human rights issues around which contacted organizations have conducted advocacy activities:

Accountability of the government for the protection of rights of children

13 Unpublished study commissioned by The Six Agency Group Ethiopia (SAG) – a consortium of six Nordic international FBOs and CRDA

<p>Promotion and protection of rights of vulnerable groups of children such as street children, children in conflict with the law and OVC</p> <p>Sexual abuse and exploitation of children</p> <p>Girls education and enrolment</p> <p>Child participation</p> <p>Education financing</p> <p>Human rights education for law enforcement and judiciary</p> <p>Forced migration and law enforcement</p> <p>Protection of women from HTPs and from the spread and impact of HIV/AIDS</p> <p>Universal birth registration</p> <p>Primary education for all children</p> <p>National policy on OVC</p> <p>Equal rights of women in the family, during succession and pension</p> <p>Implementation of laws and policies for the protection of the rights of women and children</p> <p>User rights in natural resources</p> <p>Land rights</p> <p>ESC rights (the right to adequate food, housing health and education)</p> <p>Child labour</p> <p>Monitoring the PRSP process; its formulation, implementation and reporting</p> <p>Role of civil society in development, peace building and the democratization process</p> <p>Participation of community people in governance, conflict prevention and peace transformation</p>
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Many CSOs/NGOs engage in advocacy work that aims at bringing about changes in public policy, laws, and decision-making structures by directly targeting the policy and law making processes. Advocacy initiatives of CSO/NGOs mainly use the existing public participation framework, the judiciary and public consultation mechanisms to convince policy makers, members of parliament/councils and government officials at various levels on the need for new pro-poor policies, laws and other measures or review of existing ones.

A large number of Ethiopian CSO/NGOs have produced research reports of varying thematic scope and coverage on the situation and problems of the poor and disadvantaged social groups. While most of these are baseline studies intended to inform their own initiatives, they represent a wealth of data on the situation of the poor and disadvantaged social groups that can and often does inform decision-making at the local level. Of particular interest here are the research reports produced by human rights and civic organizations. These CSO/NGOs conduct extensive research initiatives on a wide range of good governance, human rights, democracy and related issues with explicit purpose of informing policies and decisions at different levels of government.

There are a number of cases where CSOs/NGOs successfully initiated and contributed to the development and adoption of pro-poor policies, laws, structures and programs by engaging institutions of the federal government and regional government structures. The following are some of the more prominent examples:

- CSOs/NGOs initiated and promoted policy dialogues in various areas and succeeded in making the rights of women, children, pastoralists, people with disabilities and other vulnerable groups policy issues.
- A number of CSO/NGOs working on women's rights, gender and child rights issues including EWLA, EGLDAM (then NTCPE) have played an instrumental role in initiating public dialogue and influencing decision makers in the process leading up to the revision of the family law and Penal code;
- A number of CSO/NGOs, mostly members of the Christian Relief and Development Association (CRDA), have participated in and contributed to the formulation of different policies including the PRSP process within the framework of the NGO PRSP Taskforce.¹⁴
- The National Plan of Action on Sexual Abuse and Exploitation of Children was initiated and developed within the framework of the National Steering Committee against Sexual Abuse and Exploitation of Children representing a diverse profile of child rights actors including Forum on Street Children Ethiopia (FSCE), Save the Children Sweden, Save the Children Norway, ANPPCAN-Ethiopia Chapter.
- The Women Association in Tigray region in collaboration with the Women Caucus of the regional council challenged the gender imbalance in appointments of bureau heads, and this resulted in appointment of more women in key positions (as deputy bureau heads). The Women Association also submitted a petition challenging provisions in the draft regional Family Law, which was accepted and incorporated in the final law endorsed in 2007. Moreover, the Association has also challenged and managed to introduce revisions in the administrative guideline for public works (food for work), which happened to be discriminatory against women.

ActionAid Ethiopia commissioned studies in five woredas of the Dawro Zone (Participatory Poverty Analysis; Institutional Capacity Assessment; Household Survey; and Government Policy, Plan and Strategy Review) and consultation workshop to develop a five year strategic plan focusing on priority concerns of poor people. As a result, the Dawro zone and each of the five woredas in the zone developed their five-year strategic plans through participatory process and by taking the concerns of poor people into account. The studies helped establish social, economic and political database at zone and woreda levels. Similarly, AAE conducted Participatory Poverty Analysis and Capacity Assessment of local and government institutions in Dobba woreda (West Harerge zone, Oromia), which enabled the woreda government to develop a strategic plan based on the analyses and through participatory process.

¹⁴ In March 2004 the taskforce was transferred into the new Poverty Action Network of Civil Society in Ethiopia (PANE).

10.3.4 Contribution to Increased Efficiency and Capacity of Governance and Justice Institutions

The capacity and efficiency of legislative, administrative, law enforcement, judiciary and other government agencies are important determinant factors in realizing good governance, human rights and democracy. Even where appropriate and pro-poor policies and laws have been put in place, lack of capacity can become a critical hindrance to their implementation. These problems are more acute at the lower levels of governance and administration of justice.

The engagement of Ethiopian CSO/NGOs in building the capacity and efficiency of governance and justice sector institutions is quite extensive. Through training and other support interventions, a wide range of CSOs/NGOs have sought to enhance the efficiency and capacity of government institutions to discharge their responsibilities. Some of these NGOs have designed and implemented multi-year capacity building programs targeting institutions across the justice sector. These interventions, which more often target lower level regional and local government structures, have also taken the form of organizing experience sharing forums among government organizations and other stakeholders as well as joint planning and implementation of activities. However, the achievements and contributions of CSO/NGO engagement in the governance and justice sectors is most visible in two areas: capacity building training and support to the establishment of specialized justice structures.

Law enforcement agencies, i.e. the police, prosecution offices, courts and prison administration, are mandated with the task of dispensing justice. As such, a substantial portion of CSO/NGO capacity building interventions in the justice sector has targeted these institutions while administration structures were targeted to a lesser extent. A number of CSOs/NGOs have provided trainings on different issues of governance, democracy and human rights targeting law enforcement officials, judges, legislators and administrative officials. Due to the extensive engagement of CSOs in this area and, it difficult to give figures on the scope of their intervention. The following intervention of one CSO in building the capacity of officials in the justice and governance sector shows the extensive engagement of the sector on the issue.

Justice for All & Prison Fellowship-Ethiopia (JFA-PFE): activities towards increased efficiency and capacity of the justice sector:

Training on human rights and good governance given to 2650 officials in the justice sector.

Leadership seminar given to 5000 officials in the justice, executive and legislative sectors.

Experience sharing (on local and international issues) was given to 66 justice sector officials.

Training on gender issues were given to 81 women professionals in the justice sector.

Constructed a model prison at Nazareth, 250 prisoners have benefited to date.

Constructed Biogas Digesters in 12 prisons. And toilets in 14 prisons where showers were put in place in 11 prisons benefiting a total of 35,000 prisoners.

The organization also provides basic service to 230 women prisoners and their children. These activities, which have been implemented in the last three years, have benefited more than 60,000 persons.

The establishment of specialized law enforcement and judicial structures sensitive to the needs and circumstances of vulnerable groups is another area of the justice sector where CSO/NGOs have engaged in with success. Major intervention and contribution of CSOs/NGOs in this area relates to the establishment of Child Protection Units (CPUs) in the police structure and Child and Victims Friendly Benches in the judicial structure.

- Forum on Street Children Ethiopia (FSCE), in collaboration with Save the Children Sweden, established the first four Child Protection Units (CPUs) in Addis Ababa in 1997 as pilot project.¹⁵ By 2004, the CPUs evolved from being an NGO-led initiative to being part of the formal structure of the Police Commission. Currently, there are ten CPUs operating in Addis Ababa police stations as part of the formal structure of the Police Commission. The establishment and operations of CPUs in regional towns all over Ethiopia has also been supported by a long list of international and indigenous NGOs. Just to mention some of them the members of the Save the Children Alliance, the African Child Policy Forum, and ANPPCAN-Ethiopia have been providing material support, capacity building training and technical support to CPUs in Addis Ababa as well as the regional towns. For instance, during 2006 ANPPCAN-Ethiopia supported the activities of 3 CPUs in North Wollo 4 existing CPUs in North Gondar while at the same time initiating the establishment of a new CPU in Girar Jarso Woreda (North Shoa) and providing the necessary equipment and supplies.
- Child Victim friendly courts are specialized benches connected with auxiliary rooms via a closed circuit TV system so that a child victim or witness need not personally appear before the formal setting of a courtroom. The purpose of the CCTV systems is to improve the treatment of child victims testifying in court proceedings, avoid secondary victimization and increase the conviction rate. The design and implementation to put in place these judicial child protection structures have been initiated and supported by several CSOs/NGOs, including, Forum on Street Children Ethiopia (FSCE), and Save the Children Sweden, the African Child Policy Forum (ACPF), etc. In 2005, these and other government and non-government institutions involved in the implementation of children's rights have similarly committed themselves to strengthening the child/victim friendly benches through a memorandum of understanding mainly aimed at increasing institutional cooperation and creating an integrated approach to respond to child abuse.¹⁶

¹⁵ CPUs were first introduced in the Addis Ababa Police Commission and then replicated in some regional towns including Awassa (SNNPR), Bahir Dar (Amhara) and Dessie (Amhara).

¹⁶ The MoU was signed for one year in October 2005 by the A.A Police Commission, Federal First Instance Court, Child Abuse and Neglect Units from Yekatit Hospital, Addis Ababa Civil and Social Affairs Office, African Child Policy Forum (ACPF), Forum on Street Children Ethiopia

- The establishment of child friendly benches also involves the creation of special juvenile benches. The pilot juvenile criminal bench has been set up in the Federal First Instance Court in partnership with many international and national NGOs including the African Child Policy Forum, Save the Children Sweden, and UNICEF. Criminal cases involving children accused of crime are entertained in an informal manner in special juvenile court rooms. In addition to the informal procedures, the setting of the courtroom has been changed to simulate settings familiar to the children in schools and families. Instead of the raised platform and assigned positions for judges, the prosecution and the accused, everyone sits around the same table. The purpose of this setting is to create a conducive environment for the involvement of the child. The establishment of the child friendly bench has contributed for discharging cases of children efficiently and fairly in an informal and child friendly environment. Moreover, the initiative has prompted parallel developments in the prosecution offices at the federal and regional levels. Child friendly benches are now in place in all but two of the nine regions and two federal cities in Ethiopia.¹⁷

In general, the following statements of government agencies demonstrate the magnitude and importance of CSOs contribution in building the capacity of justice and governance organs.

Strengthening capacities of Councils is a topical agenda. We appreciate very much the roles and contributions of NGOs like AAE in strengthening capacities of both the legislative and the executive branches of the regional government. On top of the collaboration at regional level, in the coming years we anticipate and encourage them to collaborate with and strengthen capacities of Councils at Woreda and Kebele levels.

President of BSG NRS

Given the enormous work that should be done to improve the efficiency and effectiveness of the justice service at desired level, the capacity of government is very limited. For instance, there are about 20,000 social court judges in the region most of whom are working without having any formal training on law. As the result, it is difficult to expect them to discharge their functions properly and efficiently. The government does not have the capacity to train these judges. However, in collaboration with NGOs we were able to train some them, which has contributed to the efficiency of their performance. In general, the support and involvement of the above NGOs have significantly contributed in improving the efficiency of the justice sector organs including the judiciary in our region.

President of the SNNPRS Supreme Court

(FSCE), Save the Children Sweden, the Federal Supreme Court Juvenile Justice Project Office (JJPO) and UNICEF.

¹⁷ According to the activity report of JJPO for 2007, there were only four regions in which the system has not been introduced. By the end of the year, FFICs in two of the four regions, Benishangul Gumuz and Harari, have benefited from CCTV systems.

NGOs are helping the Regional Police Commission greatly in various women and child focused activities as well as in capacity building such as mainstreaming gender and HIV/AIDS, which have contributed a lot towards the overall crime prevention work of the police.

SNNPRS Police Commissioner

11 Implication of the Draft Charities and Societies Proclamation

The draft Charities and Societies Proclamation, if approved and came into force as it now stands, will have profound and far-reaching implications on the growth and effectiveness of the CSO/NGO sector as well as on the democratization and development process and the realization of human rights in the country. There are some aspects of the draft proclamation that could be considered as positive developments for the formation and engagement of CSOs/NGOs. However, there are several aspects of the draft proclamation that would potentially have serious negative impacts on the development and engagement of CSOs/NGOs as well as on their significant contributions in promoting good governance and development in the country.

11.1 Aspects of the Draft Proclamation with Positive Implications

The basic laws that have been governing the formation and operation of most types of CSOs/NGOs are the 1960 Civil Code of the Empire of Ethiopia and Associations Registration Regulation of 1966. These laws are generally unresponsive to the current realities of the sector, as they fail to take into account the diversity of profiles among CSOs and contemporary appreciation of their roles in good governance and development. The need to reform the legal framework governing CSOs/NGOs has long been felt and the initiative taken by the government to address the issue by itself could be considered a positive development. Moreover, there are some aspects of the draft proclamation that would have positive impacts on the formation and operation of CSOs/NGOs. Some of the major positive aspects include the following.

One of the limitations of the existing legal framework has been its failure to recognize the diverse nature and purpose of CSOs, as it subjects most CSOs to the same kind of formation and supervision requirements. However, the draft proclamation recognizes several types CSOs and provides different formation and regulatory frameworks for each. This will contribute to the development of CSOs, as it gives different alternatives/choices to the public in what modality to organize or associate.

The recognition of the establishment of consortium of charities or societies in the draft proclamation, which has been one of the gaps in the existing legal framework, will have a positive impact on the development and effectiveness of CSOs/NGOs.

Though not adequate, the draft proclamation allows charities and societies to engage in income generating activities, and this would help CSOs/NGOs to strengthen their internal capacity and ensure the sustainability of their activities.

The establishment of an autonomous Agency to undertake the registration and supervision of charities and societies and a corresponding Board for facilitating implementation of the Proclamation, shows the attention and recognition given to

the sector and may help CSOs/NGOs to get efficient services during registration and operation.

Though to be nominated by the government, granting space for the participation of two CSO's representatives in the Board gives CSOs the opportunity to have a say in the regulation of the sector.

The draft proclamation envisages active roles of federal sector ministries and offices in facilitating and coordinating the operation of charities and societies in their respective mandate areas. This would help to develop constructive relationship between government agencies and CSOs and could also provide better opportunity for CSOs to participate in sector policy processes.

11.2 Potential Adverse Implications of the Draft Proclamation

If the draft charities and societies proclamation is adopted by the parliament, it will have profound and direct negative consequences on development and effectiveness of the civil society sector. This, in turn, will significantly impact the development and good governance process of the country.

11.2.1 Direct Effects on the Engagement and Growth of CSOs/NGOs

Some of the major direct adverse impacts of the draft proclamation on the engagement and growth of CSOs/NGOs include the following:

- i. ***Narrowing down the scope of CSOs/NGOs engagement:*** The draft law defines as “foreign” any Ethiopian CSO that receives more than 10 percent of its funding from foreign sources, and then bars all “foreign” CSOs from working on human rights and governance issues. Nearly all of the existing formal local CSOs in Ethiopia secure their full or substantial part of budget from foreign sources and would fall under "foreign" CSOs as per the definition of the draft proclamation. Considering the financial capacity of the Ethiopian citizens and the lack culture of voluntarism and practice of funding formal CSOs among the public, it would be very difficult for local CSOs to raise more than 90% of their funding locally. As a result, if the draft proclamation comes into force as it is, most CSOs/NGOs (international NGOs as a whole and almost all of the formal local CSOs) will be excluded from engaging in the promotion of good governance, democracy, human rights and peace.
- ii. ***Reducing the effectiveness of CSOs/NGOs interventions in development:*** There has been a wide and growing consensus among development actors around the globe as to the existence of close links between development and governance, which is also recognized by the Ethiopian government as reflected in various policy documents including the PASDEP. Poverty is not merely a state of low income but a human condition caused by deprivation of the capabilities, choice and power necessary for the enjoyment of fundamental rights. Accordingly, effective strategies to address poverty or enhance development need to be multi-

sectoral, multi-level and holistic approaches that target structures and social arrangements that breed or sustain exclusion, marginalization, vulnerability and disempowerment.

Contrary to other policy documents, the draft proclamation attempts to make a separation between development and governance/human rights interventions. Concerning CSOs defined as "foreign", the draft proclamation allows them to engage in poverty reduction and other development interventions, but prohibits them from engaging in governance/human rights issues. Apart from the obvious difficulty to separate development and governance interventions, this will prevent CSOs/NGOs from making effective and sustainable development interventions by addressing the root causes of poverty, which are usually related to problems in governance. For instance, a CSO working to increase educational coverage cannot achieve its objective only by constructing schools unless it also engage in creating awareness among the public about the rights of boys and girls to education.

In practice, the most important contributions of CSOs/NGOs with respect to rural and human development have been achieved through combining direct development works with policy advocacy interventions. The important contribution of CSOs/NGOs in the area of education through piloting alternative basic education (ABE) and then influencing the government to adopt ABE in its policies and programs or the success achieved in addressing the plight of coffee farmers through influencing the legal framework to allow cooperatives to engage in export are some of the prime examples. The draft proclamation, by excluding most of the CSOs/NGOs from engaging in governance or policy advocacy, will practically limit their development intervention to relief and service provision and will profoundly affect their effective and sustainable engagement in the development process of the country.

- iii. Hampering the growth and development of the civil society sector: The draft proclamation gives very expanded regulatory power for the Agency and allows it to interfere with the operation of CSOs/NGOs beyond the acceptable standards. This lack of acceptable degree of operational freedom will affect both the development of the sector and the effectiveness of its interventions. Other effects of the draft proclamation that will hamper the growth and development of the civil society sector include:

It will make CSOs/NGOs highly insecure and unsure of their role and future prospects.

The exclusion of most CSOs/NGOs from engaging in governance and human rights issues under the proclamation will discourage donors from supporting them.

It will discourage citizens to organize and establish new CSOs/NGOs

It will reduce the size of the sector, since almost all of the advocacy CSOs/NGOs will be forced to completely cease their operation and most of the development CSOs/NGOs will be forced to terminate the advocacy/governance component of their intervention.

11.2.2 Effects on the Development and Democratization Process and Realization of HR in the Country

The above-discussed undesired impacts of the draft proclamation on the engagement and development of CSOs will have far-reaching consequences on the democratization and development endeavors of the country by undermining most of their invaluable contributions in the areas. Some of the major implications of the draft legislation that will affect the governance and development processes of the country include:

Most CSOs/NGOs will not be able to continue their interventions in mobilizing and empowering different sections of society to engage in governance and human rights issues and this will result in reduced participation of citizens. This diminished citizen's participation in governance will, in turn, lead to less pluralism, democracy and respect for human rights in the country.

Most of the CSOs/NGOs working on justice issues will be forced to discontinue their services of promoting access to justice and this will decrease the ability of citizens, especially the poor, women, children and other marginalized sections of the society to access the justice and administrative process.

Most CSOs/NGOs will be prohibited from participating in the formulation of policies, laws and programs related to governance and human rights and this will minimize policy dialogue among the public, which will, in turn, affect the formulation of appropriate and responsive policies.

Most of the CSOs/NGOs that have been engaged in building the capacity of law enforcement and other government organs involved in governance could not continue their invaluable contribution and this will lead to less efficiency of the justice and governance system. This will also affect the implementation of government's policies in the area such as decentralization, justice sector reform program, etc.

Most CSOs/NGOs that have been engaged in promoting development or poverty alleviation could not continue their successful contributions in addressing causes of poverty related to governance or policy frameworks. This will deter CSOs/NGOs from making effective and sustainable contribution in the development process of the country. As a result, many of the poor and disadvantaged, which benefited from the development programs undertaken by the CSOs, will be deprived of the support and services that was provided to them.

The limitations imposed on the scope of engagement of CSOs/NGOs may be considered as contravention with the international development cooperation agreements entered by the country such as the Cotonou Agreement. This may

reduce the development cooperation of the country with the international community, which will have significant impact on the country's development effort.

The adoption of the draft proclamation will lead to a decrease in the size and scope of engagement of the civil society sector. This will have serious implications on the countries development, since it will result in the loss of significant amount of foreign currency flowing to the country as well as in the loss of significant number of jobs.

12 Recommendations

Documentation

In addition to scarcity, inconsistency of data and information between the different institutions at federal level and between the federal and regional structures has been one of the challenges faced by this exercise. At individual agency-levels, to a large extent, the organisational culture of compiling and maintaining consolidated data and information is undeveloped. In the absence of such materials the task of constructing overall picture of contributions will remain a challenging enterprise. Hence, it is recommended that efforts of enhancing documentation at individual agency levels, at geographic and sectoral clusters are strengthened. Capacity building for coordinating governmental offices at different levels for compiling and maintaining updated information is equally important. Moreover, it is also recommended that NGO/CSOs strive to increasingly work with higher learning and research organisations in the area of analysing impacts and compiling lessons learnt.

Networking

It is strongly recommended that the starts in territorial and thematic networking amongst NGOs/CSOs, particularly at regional and local levels, are supported so that internal shared learning and external interactions with government at different levels are facilitated.

Self-coordination

In light of overall intents of the draft Charities and Societies Proclamation, it is high time that the CSO/NGO community makes some more coordinated and discernible move towards enhancing self-coordination. The starts made for upgrading, promoting and enforcing the Code of Conduct has to be expedited.

External Relations

Despite the various remarkable contributions illustrated, the study notes that many in society are still maintaining unfavourable view or opinion on the NGO sector at large. Some actors deliberately fuel the perpetuation of the unfavourable view by over emphasising limitations and denying credit for the important contributions. Indeed, the CSO/NGO community have made some starts aimed at better informing the public on the evolving roles and contributions made. The marking of 'NGO Day' and the participations in expositions are examples in this regard. However, in light of the prevailing challenges a more aggressive and intensive external relations work is needed so that the sectors pursuit for more enabling operational space is strongly supported by society at large. Thus, it is recommended that print and electronic media is used to disseminate information on roles, modes or terms of participation and contributions of the sector. It is also recommended that NGO/CSOs facilitate for their partners and target-groups to air their views on roles and contributions.

Forward

It is recommended that regional NGO/CSO groupings are supported to produce and then update regional reports on profiles and contributions.

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Persons Interviewed

Note: Interviews conducted between 15– 25 August 2008

Ato Yilma Mitiku, Livelihood Advisor, AAE Benishangul Gumuz Office, Asossa
Ato Kinde Tefera, A/Head of Water Desk, Menge Woreda Agriculture and Rural
Development Office
Ataklti Fisseha, A/Head, Menge Woreda Health Office,
Ato Hassen Ahmed, Community Mobilisation Officer, WAE-BSG, Menge
Ato Merkeni Ibrahim, Administrative Assistant, Water Board of Menge
Ato Minyilik Wube, A/Head, Water, Mineral and Energy Resources Development
Bureau, BGNRS, Asossa
Ato Mamo Gentse, Head, Population and Development Cooperation Department,
BOFED, BGNRS, Asossa
Ato Girma Nemera, Head, Development Cooperation Unit, BOFED, BGNRS, Asossa
Ato Teferi Fuffa, Head, Agriculture and Rural development office, Bambasi Woreda,
Ato Tesfahun Eyoel, A/Head, Homesha-Assosa Area Devt Programme, World Vision
Ethiopia
HE Ato Seifedin, Speaker of the Regional Council, Asossa
HE Ato Yaregal Aysheshum, President, BGNRS, Asossa
Ato Shibabaw Tadesse, Head, WAE, BSG Branch Office
Alemitu Bedada, Abdi Gudina Coop, Adama/Nazret
Temire Haile, Abdi Gudina Coop, Adama)
Meaza Dessalegn, Abdi Gudina Coop, Adama
Beletu Asmare, Abdi Gudina Coop, Adama
Almaz Getachew, Abdi Gudina Coop, Adama
Alem Tsehay Fillate, Abdi Gudina Coop, Adama
Bogalech Wondimu, Abdi Gudina Coop, Adama
Marta Mekonen ,Abdi Gudina Coop, Adama
Ejigayehu Tadesse, Abdi Gudina Coop, Adama
Etenesh Wolde, Abdi Gudina Coop, Adama
Fikirte G. Yesus, Abdi Gudina Coop, Adama
Ditta Tuke, Branch Manager, FSCE, Adama/Nazret
Woudie Seyoum, Livelihood Section Coordinator, Vision, Adama/Nazret
Lemma Asfaw, Head, Office of Social Affairs, Adama/Nazret
Tibebu Heressa, Expert, Office of Social Affairs, Adama/Nazret
Wondwossen Anbesse, Branch Office, APAP, Adama/Nazret
Kassaye Kebed, Branch Office, APAP, Adama/Nazret
Bati Girmana Kebelle Irrigation Beneficiaries, Adama Woreda
Inspector Sisay Miressa, Woreda 1 Police Station, Adama/Nazret
Sergeant Tigist Teshome, Woreda 1 Police Station, Adama/Nazret
Zegeye Asfaw, Executive Director, HUNDEE, Addis Ababa
Alebachew Desta, BEA-E, Addis Ababa
Wzo Saba Gebremedhin, Executive Director, NEWA, Addis Ababa

Wzo Gezu Gezu, CORHA, Addis Ababa
Hussen Faris, Plan and Program Department, HAPCO, Addis Ababa
Dr Bulti Gutema, Ministry of Women's Affairs, Addis Ababa
Wzo Hirut Yospeh, Ministry of Women's Affairs, Addis Ababa
Wzo Tigist, AEMFI, Addis Ababa
Ato Tarekegn Aberra Ayido, President of the Supreme Court
Ato Simon Aldada, Plan, Program and Civil Society Reform Head of the Regional
Council
Ato Teshome Takele Chamasa, President of the Regional Youth Association
Ato Wedo Atto Yatto, SNNPRS Police Commission Commissioner
Ato Mamo Tega, Litigation Department Director and Acting Deputy Commissioner
SNNPRS Ethics and Anti-Corruption Commission
W/o Haimanot , Head of EWLA Awassa Branch Office