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Urban Development Strategies: Options to the Urban Poor

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Addis Ababa
August 1977

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Introduction

The Workshop, **Urban Development Strategies: Options to the Urban Poor**, which was organised by CRDA, was made possible with the assistance of the CRDA Urban Working Group. It was held on August 14 and 15, 1997 at the Ghion Hotel. Around 109 participants from governmental institutions, NGOs, UN agencies and other concerned or relevant organisations attended the Workshop.

During the Workshop, findings of a study made by the International NGO Training and Research Centre (INTRAC), was presented. This was supplemented by reports from Region 14 Administration Project Implementation Office and National Urban Planning Institution. These presentations along with experiences presented by various CRDA members have been able to raise critical issues and initiate wide discussions.

The Workshop was organised in an attempt to jointly address the rising urban problem by sharing experiences and exchanging information through this common forum. Consequently, final recommendations of the Workshop, targeting towards this end, have forwarded proposals regarding means of bringing about positive changes in urban development programmes. In order to take these recommendations further, the Urban Working Group of CRDA will be discussing mechanisms as to how to accomplish this besides distributing this Workshop proceeding to all relevant bodies.

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Discussion

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Welcoming Address

Ato Kebede Asrat, CRDA

On behalf of CRDA and on my own behalf, I would like to welcome you all to this two-day workshop on *"Urban Development Strategies: Options to the Urban Poor"*.

As you all know, the issue of urban poverty and destitution is a major global and national concern. Urban centers around the globe in general and developing countries in particular face many social and environmental problems such as inadequate housing, poor infrastructure, rising unemployment and poverty, appalling sanitary conditions, poor access to safe water supply and affordable energy and a host of associated health problems.

In developing countries, these problems are further exacerbated by social and economic upheavals that are causing migration from rural to urban areas. The situation in urban centers in Ethiopia is not different. In response to this situation, many CRDA member churches and agencies have been engaged in urban integrated development, construction, rehabilitation and improvement of housing, construction of roads and drainage, provision of water supply, sanitation, vocational training etc. Despite these efforts, urban impoverishment, high level of unemployment including streetism, poor health and sanitation services, patches of slum areas and deteriorating infrastructural set-up are still the main features of urban areas in Ethiopia. Besides these, high fertility rate, significant rural-urban migration and family disintegration have aggravated urban problems, all of which marginalize the most disadvantaged groups of society. On top of these, inter NGO links and partnership between NGOs and the government leave much to be desired. It also appears that initiatives emanating from communities especially women, youth and children and other marginalized and neglected groups do not receive the level of support they deserve.

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It is in light of the above that CRDA organized this workshop. Its main objectives are to bring together NGOs working in urban projects and all other concerned bodies. In order to enable them to share experiences and exchange information on urban programmes and identify possible course of action for replication of best practices. Therefore, the workshop is aimed at creating a forum whereby member churches and agencies can reflect on urban development issues and identify missing elements for an effective urban programme. The forum will also help to rehabilitate and strengthen existing urban programmes and improve NGO-government partnership as well as enhance community management of urban services.

I would like to take this opportunity to extend my sincere appreciation to all the resource persons who willingly accepted our invitation to share their rich experiences with us. I would in particular like to thank Mr. Leo Thomas who has come all the way from England to present his research findings on the work of NGOs operating in Addis Ababa and serve as a resource person throughout the workshop. I would also like to thank the CRDA Urban Working Group and the staff of Training Department for organizing this workshop.

Hoping that you will find this workshop useful in enhancing your work, I wish you successful deliberations.

SQUARING THE URBAN CIRCLE: NGOs in ADDIS ABABA

Leo Thomas
Senior Researcher, INTRAC, Oxford

This research finding is part of a wider international study looking at the work of NGOs in urban areas. The International NGO Training and Research Centre (INTRAC), looked at the work of NGOs in five cities, namely, Addis Ababa (Ethiopia), greater Johannesburg (South Africa), Ahmedabad (India), Dhaka (Bangladesh) and Lima (Peru).

The rationale for the research stems from the increased urbanisation of the South, the urbanisation of poverty and the fact that NGOs are increasingly being envisaged as primary development actors in urban areas. As a whole, however, little is known about the work of NGOs in urban areas and there are very good reasons to believe or expect that working in urban areas presents very distinct challenges to those of rural settings. The sheer scale and complexity of poverty and social, political and economic relations of the city is daunting in itself. As a consequence, INTRAC examined the roles, relationships, internal organisation and programme performance of urban NGOs in order to understand and document their experiences and to help shape a capacity-building agenda for such NGOs.

The following is a summary finding drawn from an analysis of thirty-three NGOs working in Region 14 Administration.

NGOs are a significant collective entity in the city, accounting for the employment of over 1000 workers and dispersal of 200 million Birr. NGOs reach 7% to 11% of the city's poor. As a result, NGOs can legitimately be regarded as one sector in Addis Ababa.

The most common NGO approach is that of multi-sectoral interventions with children and women. Usually this entails some form of basic services and provisions combined with some income and employment generating activities (IEGA) which often has a vocational training element to it. There are a smaller number of specialist NGO. NGOs that specialise have great potential provided a number of conditions are in place.

In terms of relationships, NGOs do not work with traditional groups but favour creating groups built initially round specific NGO projects. Thus, over one third of NGOs reported having problems with community participation and this raises serious concerns. The relationship between NGOs and Region 14 Administration is also hampered by the lack of formal and positive mechanisms to include NGOs in the management of the city.

By and large, the NGO sector is young with a significant number of NGOs being less than five years old. This contrasts with the other countries in the study. For example, in Peru, the very youngest NGO is at least eight years old and in South Africa and India it is common for NGOs to be at least 12 years old. In Ethiopia there are a good deal of NGOs working in the city and have limited amount of skilled personnel, strategic clarity or in-depth experience. This is a serious point and should be given due consideration by all NGOs in Addis Ababa. As a whole the sector is in its infancy and has much to learn about appropriate and effective development interventions for its context.

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By extrapolating the data on the thirty-three NGOs studied in Addis Ababa, it is estimated that NGOs are reaching somewhere in the region of 400,000 beneficiaries in their work. These beneficiaries are the poor. It would not however, be true to say that NGOs always reach the poorest of the poor as this clearly is not the case in Addis Ababa as in other cities. Individuals and groups who are not poor have also managed to capture project benefits.

Overall, it can be stated that NGOs are not overhauling or transforming the greater social and economic realities of poor people's lives but they are certainly reducing their vulnerabilities, improving infrastructure provision and access to services and strengthening the economic organisation and human resources potential of the poor.

SOCIO-POLITICAL CONTEXT AND GRASSROOTS CAPACITY

In order to understand the nature of urban NGO activity one has to consider both the socio-political context and the grassroots capacity in a particular city.

The socio-political context defines the perceived latitude and legitimacy of NGO activities by defining the framework for development in a particular country. It is frequently equated to space between the strength of government and the pluralism of the development process and entities. In the context of Ethiopia, the socio-political space has the following consequences:

- NGOs are seen to exist so as to supplement Government activities
- The Government's approach can't be critically questioned or assessed
- NGOs can not operate independently of Government
- There is a tendency among some officials to regard NGOs as responsible social actors
- NGO guidelines are both restrictive and directive
- There is lack of space for inter-NGO collaboration
- There is a general misunderstanding of the role of advocacy

The question of grassroots capacity in Addis Ababa is complex. There are a plethora of traditional organisations as well as new Community Based Organisation (CBOs) but NGOs by and large are bypassing them. On the one hand, traditional organisations are perceived by some NGOs as being very rigid in their focus and systems of operation and hence not amenable to involve in wider development initiatives. On the other hand, the history of group organisation and maintenance and the linkage to communities are seen as being a positive advantage should NGOs engage with these group directly.

What is clear is that, the assumption that communities' capacity for participation and organisation is limited, is not true as is evident by the high degree of community

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participation in the work of a number of NGOs in the city. The problem may rather lie at the interface between NGOs approaches to programming and the lifestyles of the urban poor.

It is important to re-state what is different about urban poverty. There are a number of factors that make it qualitatively distinct from its rural counterpart. Such factors include the following:

- Complex heterogeneous communities which make targeting more difficult.
- Relative importance of cash assets and debt which leads to forceful poverty cycles.
- Weaker coping mechanisms due to less communal assets and community bonds, from among other things.
- Private nature of poverty which results in the most impoverished groups being the less visible/detectable.
- Greater environmental risks.
- Higher proportion of female headed households.
- Greater importance of the informal sector for survival.
- Greater incidence of crime, especially of a violent nature which has a large impact particularly on women and girls' lives.

THE RESEARCH METHODOLOGY

The research methodology mixed tools which would generate both quantitative and qualitative information. They included:

- literature survey,
- questionnaire survey with 80% closed questions to allow for statistical analysis,
- interviews with senior NGO people, government officials, academics and donors,
- NGO staff interviews both individually and collectively,
- field visits to NGO projects,
- beneficiaries interviews,
- secondary data analysis, mainly of NGO publications,

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FINDINGS

Targets of NGO Interventions

NGOs, by and large, target social groupings as opposed to organisational entities for their interventions. The majority of NGO work is with children (27%), followed closely by work with women (23%). NGOs also see entire communities or Kebeles as the target/focus of their interventions with some 15% of NGO sector active with communities in a generic sense.

The dearth of work with organisational targets is less apparent as compared with CBOs, accounting for less than 15%. Where work with organisational targets takes place it is usually to facilitate work with a social target group. So for example, an NGO will lobby with an official of Region 14 Administration to approve a project or to get some land released in order to undertake some work with a group of children.

The lack of work with organisational entities may reflect a lack of experience on the part of NGOs. The realisation that to change the situation of the urban poor one has to change the terms of engagement of other actors with the poor, has not settled into the sector yet. There may also be a feeling on the part of NGOs that they do not have the organisational or political discretion to seek, specifically, to work with institutions as NGO guidelines do not actively encouraged this. Finally, donors as a whole in Ethiopia have not given such work sufficient emphasis among local NGOs so it is hardly surprising that the work does not take place.

Sectors of Activity

The whole scheme of income and employment generating activities is gaining prominence in the NGO sector in Addis Ababa as it appears that most NGOs carry out IEGA activities. Around one third of NGO activity can be said to be expended on IEGA. There are, however, doubts about the quality, effectiveness and sustainability of the IEGA being undertaken.

Education and health are the next most important sectors of activity. However, it appears that the depth of involvement by individual NGOs in the health sector is higher that than of education, reflecting the quick gains that can be made in this sector.

Given the known and proclaimed importance of shelter, land and environment issues, very little work is being undertaken in these sectors. This may be related to the perceived intractability, local political sensitivities surrounding such issues.

NGO Roles

Service delivery continues to be the primary role adopted by NGOs in the city, accounting for a third of roles undertaken by the NGOs. This is can be considered positively in that it is often a starting point to improve people's confidence and engage them in other types of interventions.

Training and capacity-building of grassroots groups are the next most frequent activities undertaken. Training may mostly include vocational training and must be restated that the building of CBOs refers mainly to working with newly created/incepted project groups or

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committees. Awareness raising whilst employed vigorously in the project planning stage, dwindles in the implementation stage.

As a whole, NGOs have not engaged in research, advocacy, networking or technical assistance. There is a general misconception in the city around advocacy as it is viewed as politicking. However, a much more accurate picture sees advocacy as a deliberate and focused effort to influence the approach and instruments by which major institutions and other actors impinge on public life and especially poor people's lives. It is a common practice among NGOs in many countries and has allowed for many positive policy developments by the State at the encouragement of credible NGOs.

Research may be viewed as an extravagance but the reality is that it is often beneficial using a mixture of participatory and traditional methods which gives genuine insights that can enable good programming and programme adaptation to take place. Programmes are only as good as the real quality of the information and good research often pays for itself much more than the static baseline surveys usually conducted.

RELATIONSHIPS

NGOs relationship among each other seems to be confined to low-intensity levels. They co-operate as members of the same umbrella bodies, sharing basic information or participating jointly in training programmes. There are, however, few examples of higher degree collaboration, for instance, in terms of joint projects or staff exchanges. Possibly this is contextual in the sense that NGO guidelines have not encouraged such working or as many of the NGOs are young they are trying to establish themselves and their identity before they can begin to work with others.

NGO inception of CBOs seems to have been successful. The question is whether such groups will survive once the project is completed and NGOs withdraw from the project area. Much efforts is put into training CBOs but little autonomy for the overall management decisions or expenditure-making has been established. It is clear that a significant number of NGOs have problems of involving communities in projects and this may stem from a number of factors linked to NGOs system of working and people's sense of dependency.

Relations with Region 14 Administration could be summarised as follows:

- Issues-based contact,
- Mostly lobbying and negotiating,
- Few formal mechanisms for contact,
- Problems of high turnover of woreda and kebele officials,
- Slow and unwieldy project approval processes.

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INTERNAL ORGANISATION

A number of clear issues springs from viewing the internal organisation of urban NGOs.

1. *Growing number of both small and large NGOs*

   There seems to be distinct absence of medium sized NGOs or any formal or even flexible mechanisms to link small and large NGOs for strategic purposes or for purposes of learning from the experiences of each other. Resources between the two could be shared in a very synergistic fashion with some creativity in the sector.

2. *Differential commitment to training*

   There are some NGOs who are strongly committed to staff, even senior management, intense training. However, there are also a set of NGOs that release staff for a few days to engage in training programmes. The international study suggests that those NGOs committed to intense training programme perform significantly better than those which do not.

3. *Fit between mission and strategies*

   Mission statement of some NGOs are over-ambitious or confused. In a significant number of cases there is little connection between mission envisaged and strategies that the NGO is actually employing. This is especially true in the case of NGOs which mostly work with children: the mission to empower children, reintegrate in communities and promote their rights is accompanied by NGO strategies which are short-term and breed dependence and disconnection in children's lives.

4. *Fit between strategies and systems*

   While some strategies appear to be participatory, responsive and adaptive, organisational systems of NGOs are unsuited to make such strategies viable. Systems are not strategy focused but control focused, forcing projects into organisational time schedules, methods and approaches, as opposed to serving desired strategy.

5. *Monitoring and Evaluation*

   The degree of monitoring and evaluation is limited and focuses mainly on project inputs and activities and less on outputs and impact. NGOs monitor how many people were on a course and how many graduated, how many times the course was successful run, etc. What it will not do is measure how many of those people utilised their new skills or knowledge or found employment. The relevance and effectiveness of the course is therefore not questioned.

6. *Learning Systems*

   These need to be developed as the general tendency in urban interventions is to treat every situation as unique and not consider them critically and systematically as to what lessons can be learnt. As a result, an NGO may never learn from its mistakes and successes. Mechanisms such as seminars, staff sharing meetings, scenario planning,

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critical incident recalls, etc. could be employed to uncover a wealth of knowledge among NGO staff and institutionalise it within the organisation.

PERFORMANCE

It is difficult to make a definitive statement regarding NGO performance. What can be said in the context of Addis Ababa is that targets that most NGOs relate to as those that can be accomplished focus on physical or service outputs and little on impact or effectiveness of less tangible targets.

Some 60% of NGOs claim to be achieving between 50% -60 % of their targets. 30% claim to be achieving less than 50% of what they set out to do. This is a serious finding as it is self-reported and very frank. One needs to examine whether the problem lies within the NGO's control or within the wider context which NGOs have to work.

Critical statistical factors that come out as significantly affecting better performance are the following:

- the number of sectors NGOs work in,
- NGO involvement in training,
- higher intensity work with CBOs.

Moreover, there seems to be distinct problems with work around IEGA, shelter and HIV/AIDS education.

CRITICAL QUESTIONS FOR URBAN NGOs

Strategic Direction:
As the problem of poverty in Addis Ababa is numerous and serious, what can NGOs realistically do and how best can they contribute to changing this situation? If an NGO tries to become the jack of all trades it will end up being the master of none.

Quality of Relationship:
An NGO cannot work by itself or achieve any kind of positive change working in isolation. It needs to building positive alliance and relationships with other actors such as CBOs, donors, various governmental institutions, academia and the business sector. It is only by working with others that an NGO can accomplish positive results and reach a wider group beyond those of a small project.

Development Orientation:
While starting with service delivery has its rationale and benefits, due consideration must be given to a broader swathe of development interventions. The mentality of working in cities and assisting people must be replaced with an attitude that real development takes time and participation of potential beneficiaries.

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Curtailing Project Leakage:
There are a number of project beneficiaries who quite clearly come from better off socio-economic groupings. NGOs need to think more systematic and share their experiences on how to curtail the benefits of projects being captured by such individuals and how they can reach more effectively those that are in need most.

Organisational Learning:
As most NGOs in Addis Ababa are young this is the time to develop good habits. Organisational learning is one of the best ways that NGOs can develop. Urban NGOs need to learn and adapt their experiences from their learning. Urban NGOs in Africa, Asia and Latin America which have recorded best performance, have made space in their organisations to learn continuously. They have put the systems and mechanisms in place to ensure that the learning process results in rapid development.

Influencing the Policy Context:
Policies do have power and create the space for positive change to come in the lives of the poor. NGOs are more closer to the reality of poor people than Government departments, Region 14 Administration, private companies, academia, etc. If NGOs do not articulate their experience of working with the poor there is no other body that will. NGOs are in a good position to make positive policy recommendations from lessons learnt and experiences gained.

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The Role and Mandate of Region-14 Administration in Urban Poverty Alleviation in Addis Ababa

Alemayehu Azeze
Region-14 Project Implementation Office

THE VIEWS AND JUDGMENTS MADE HEREIN ARE THOSE OF THE AUTHOR'S AND MAY NOT NECESSARILY REFLECT THE VIEWS OF REGION-14 ADMINISTRATION.

1. INTRODUCTION

In 1995 the per capita Gross Domestic Product (GDP) of Ethiopia was estimated to be Birr 222, putting the country as one of the poorest in the world. Studies indicate that about half the population lives in abject poverty with the majority of poor living in rural areas[2] . Even though this is one factor for rural-urban migration, there is an increasing tendency in the growth of poor in urban areas too (Mekonen, 1996).

In the case of Addis Ababa, from 1993-1995 the estimated increase was 45 percent to 63 percent (Goitom, 1996, p. 240). The 1992 World Bank estimate shows that about 60 percent of the population of Addis Ababa lives on much less than 2100 calories per day, per person.

All available sources show that the magnitude of poverty in the city is very high and unless this problem is addressed, positive, economic development and social progress on a sustained basis is unthinkable. Thus, urban poverty alleviation is one of the major priorities of the Government and with the help of external assistance, it has been responding to the problems.

Currently, the Government's commitment, to reduce poverty in the city, is reflected in its response through pro-poor economy wide and sectoral policies and targeted urban development programs that are being implemented. However, the effectiveness has been constrained due to interdependent problems such as financial constraint, low implementation capacity and lack of efficient co-ordination among various governmental and non-governmental agencies involved in urban development.

2. POVERTY PROFILE IN ADDIS ABABA

Poverty alleviation is a process of reducing the incidence of poverty by enabling the poor to attain minimal standard of living. A better understanding of the number of poor, their location and causes of their situation, is a pre-condition for effective intervention.

[2] Different estimates are used at different times by various agencies. IFAD's estimate is referred to as the best of all (MOPED, 1992). According to this source, rural poverty is estimated at 50 percent.

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The commonly used measurements of standard of living are income and expenditure per capita. Using these measurements, minimum levels of income or expenditure on food are derived, as a proxy to minimal standard of living, to differentiate the poor from the non poor. The policy implications of these analyses will be to improve income and expenditure in favour of the poor so as to reduce poverty.

These measurements, however, fail to capture other dimensions of welfare such as health, life expectancy, literacy and access to public goods. This is because "standards of living embrace more than the variables compiled in GDP statistics" (Stiglitz, 1996, p. 15). A comprehensive analysis of poverty incorporates these aspects of welfare for effective intervention (World Bank, 1990, p.26). The broader concept of standard of living is considered and is summarised in the following sub-topics.

2. 1 Expenditure and Income

A recent study by Mekonen (1996) shows that about 44 percent of the population in the city lives below food poverty line[3]: taking absolute figure based on the 1994 census, this is about 924 thousand people[4]. Taking expenditure on food as a measurement, the same study estimates that the poverty line, the cost of consumption bundle necessary to meet a minimum energy requirement in order to keep a person healthy, is Birr 73.57 per household per week (about 284 Birr per month).

The structure of household expenditure in Addis Ababa shows that 60 percent of household budget goes to food (Table- 1)[5]. From Table-1 we see that cereals account for 35.56 percent of the total budget and 60 percent of food budget respectively. The table also shows that there is concentration on very few food items. For instance, *teff* alone accounts for a quarter of the total budget and about 44 percent of the food budget respectively. This indicates inadequate diet for the majority.

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[3] This is taking head count index of poverty that considers the percentage of the poor to total population. According to this study the poverty gap index (mean proportionate deviation) is 17 percent.

[4] The total poverty is , therefore, expected to be more than this amount (see Goitom, 1996).

[5] It should be noted that people with lower levels of income spend their entire income on food. As estimated by MOPED (1992) for all urban areas it is below Birr 100 per month.

Table-1: Household Expenditure Structure by Food Item in Addis Ababa

Food item	Average Monthly Income	Percentage Distribution
1. Cereals	38.03	35.56
(teff)	28.55	26.69
2. Pulses	8.44	7.89
3. Spices	3.64	3.41
4. Dairy products and eggs	7.11	6.65
5. Meat, chicken and fish	9.12	8.53
6. Vegetables and fruits	8.78	8.21
7. Drinks	6.69	6.26
(coffee)	4.90	4.58
8. Other food items	18.31	17.12
9. Food consumed outdoor	6.83	6.39
10. Total food	106.96	60.08
11. Total non-food	71.07	39.92
Total	**178.03**	**100**

Source: Mekonen, 1996 p. 220.

One implication of such a structure is that the relative price of food staples, cereals in this case, is crucial to the welfare of the poor.

With regard to income, a recent study made by Bigsten and Negatu (1996) based on the 1994 urban household survey data, showed that the average monthly income of a household in Addis Ababa was Birr 623. Out of the total sample of households, about 47 percent had a monthly income of less than Birr 300 (Table 2). This amount is close to the food poverty line estimated by Mekonen (1996).

A study made by MOPED in 1992 indicates that the income poverty line has been growing and reached Birr 300 in 1992. Therefore, the current income poverty line is estimated to be above Birr 300 since changes in prices have been positive from that period onwards.

Table-2: Household Monthly Income by Income Group in Addis Ababa

1. Income Groups (in Birr)	Percent of households in the group	Cumulative percent
0	-	-
1-49	9.7	9.7
50-99	8.3	18.0
100-199	14.9	32.9
200-299	13.8	46.7
300-449	14.6	61.3
450-599	8.6	69.9
600-799	9.1	79
800-1499	12.9	91.9
1500 -	8.2	100.0
Total	**100.0**	
2. Total number of sample households are 673		
3. Average Monthly Income per household is Birr 623		

Source: Bigsten and Negatu, 1996, p. 205

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The two main source of income of these households are wages and salaries and female household businesses accounting for 42 percent and 36 percent respectively. However, average household monthly income from wages and salaries is Birr 554 while average household monthly income from female household business is Birr 82 (Table 3).

Table 3: Average Monthly Income of Households in Addis Ababa by Main Sources of Income in 1994.

Main Source of Income	Average household income per month (in Birr)	Percentage of households
1. Wages and salaries	554	42
2. Business	1353	4
3. Female and household Business	82	36
4. Children's activities	36	5
5. Pensions and remittances	275	10
6. Farm/Livestock income	532	3
All	**623**	**100**

source : Bigsten and Negatu, 1996, p.205

From Table-3 we see that female household business and children's activities are the main sources of income for 41 percent of households. These groups constitute a substantial part of the informal sector where the households belong to the poorest segments of society (World Bank, WDR, p. 34).

One implication of the structure of main source of income, which is not from food production, is that economic reform measures that are being implemented cannot be implemented without adverse impact on the real income of households. Price deregulation, for instance, raises food prices in favour of producers. Since the urban poor are consumers, not producers of food and spend a substantial amount of their income on food, significant decline of real income is expected.

2.2 Housing Characteristics

Housing is one of the crucial welfare issues with regard to urban problems. In the past, in all urban centres, investment on housing was limited to low level[6]. Very high growth rate of population, increasing prices of building materials and urban land policy are believed to have contributed to this problem (TGE, 1995). Consequently, this resulted in high imbalance between need and supply of houses. According to MOPED (1992), annual additional need in urban centres of the country is estimated to be 25,732 housing unit. Only 12.5 percent are met and the remaining 87.5 percent is an annual deficit.

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[6] MOPED (1992) estimates this to 0.6 percent of the Gross Domestic Product (GDP) and the correlation between housing construction and GDP has been negative (-0.17).

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As a result of the cumulative deficit, congestion becomes one of the urban problems identified with regard to housing situation in the city. According to the 1994 census, all housing units in Addis Ababa as of October 1994 were 374,742. The ratio of household per housing units is 1.1 indicating that 10 percent of the housing units are occupied by more than a household.

Sub-standard houses also dominate the existing housing stocks in the city. Out of the total housing units, about 53 percent are made of mud floor. Sanitation facilities are lacking in many households e.g. 24 percent of the total housing units do not have toilet facility. For households with toilet facility only 8 percent account for those with modern toilet (flush toilet) and the rest have pit-latrines as indicated in Table-4.

Table 4: Housing Units by Type of Toilet Facility in Addis Ababa.

Type of Facility	According to the 1984 census		According to the 1994 census	
	No. of Housing Units	%	No. of Housing Units	%
• Number of toilet facility	699,531	29.2	89,508	23.9
• Flush toilet private	26, 129	11.0	30, I 13	8.0
• Flush toilet shared	2,307	1.0	14,815	4.0
• Pit private	36,5426	15.3	67,895	18.1
• Pit shared	100,188	42.1	168,732	45.0
• Not stated	3,331	1.4	3,679	1.0
TOTAL	**237,912**	**100**	**374,742**	**100**

The situation for bathing facility is worse as the census indicates that bathing facility of any kind is non-existent in 90 percent of the housing units.

A kitchen is available only in 26 percent of the houses and from that number, modern kitchen accounts for only one percent. In terms of energy use in the city, firewood and kerosene are the main ones used i.e. 28 percent followed by households using firewood and leaves alone, 10 percent and kerosene alone, 8 percent. Thus, total contribution of firewood and kerosene is about 46 percent.

Thus, the overall housing situation in the city can be summarised as follows:

(i) high shortage of shelter facility as seen by the existing congestion and outstanding deficit;
(ii) high risk of health as observed by the dominance of substandard houses.

2.3. Population Growth, Migration and Unemployment

According to the 1994 Population and Housing Census results, the total population of Addis Ababa as of October 1994 was 2.1 million. This is about 4 percent which is 30 percent of

the country's population and urban population respectively. The census also shows that population growth is highest in the city i.e. with an average growth rate of 3.8 percent. The contribution of in-migrants is substantial to this average annual growth rate (CSA, 1995a). This coupled with other factors is believed to contribute to the growing incidence of poverty in the city.

The 1994 Census by CSA shows that 35 percent of economically active people in Addis Ababa are unemployed. This, in absolute terms, amounts to 261,380 persons. The unemployment rate is high among women than men, which is 42 percent and 31 percent respectively as seen in Table 5. This suggests introducing special treatment for women.

Table-5: Unemployment Rate in Addis Ababa in 1994.

Sex	Total Economically Active	Unemployment	
		Total unemployed	Unemployment Rate (percent)
• Both sexes	890,015	312,713	35.14
• Male	524,314	160,860	30.68
• Female	365,701	151,883	41.53

Source: CSA, 1995b.

Out of the total unemployed 67 percent have at least elementary education, (CSA, 1995b, p.121). This implies that expanding elementary education, which may be important to narrow long term disparities, will not be an effective measure for the outstanding unemployment problem in the city. The employment structure rather calls for vocational training in line with increasing demand in urban employment.

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3. THE POLICY FRAMEWORK - the government's response[7]

The role of the Government in poverty alleviation correlates to efforts of correcting market failure and aims at attaining socially acceptable distribution of income in general and enabling those groups of society to attain minimal standard of living in particular[8].

In Ethiopia, in the past, the Government's response has focused on community programs. In this respect it administered food subsidies and other commodity-based programs.

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[7]The dichotomy of federal and regional government does not hold for economy wide policies, sectoral policies and nation wide transfer programs. The role of regional administration in this regard is to facilitate implementation of national programs in the region.

[8] Not every market failure calls for Government's intervention. However "In order to raise living standards, government actions must meet two criteria: they must address some serious imperfection in the market place and they must be designed efficiently enough that their benefits outweigh their costs." (Stiglitz, 1997, p. 12).

However, due to low purchasing power to buy even the subsidised commodities, the program was not able to reach the poorest sections of communities (World Bank, 1992).

Recent experience has shown that the Government's response in poverty reduction for sustainable development can be identified as a two-part strategy. These two complementary strategies are economy wide policies that promote labour intensive expansion of growth and delivery of social services that promote investment in human capital (World Bank, 1990 and 1992).

The two-part strategy attacks the causes of poverty and are long term in nature. Therefore, a comprehensive approach should incorporate protecting disadvantaged groups of society in the short run. These groups comprise those that need protection and employment in the long run and those that cannot be employed at all due to old age and disabilities. This suggests the introduction of targeted poverty alleviation programs. The three areas of intervention that are being implemented in the country are referred to as the three point action program (World Bank, 1992).

The role of non-governmental organisations in poverty alleviation is vital in economic development especially with regard to low resources and implementation capacities[9]. Thus, the role of the Government, by implication, is co-operating with, co-ordinating and providing assistance to NGOs.

3. 1 Economy Wide Policies

Economy wide policies could promote opportunities for the poor in that, the pattern of growth is geared towards the increase use of assets owned by the poor namely labour. To reduce poverty, the government can raise urban employment by avoiding distortions in product and factor markets; providing suitable urban infrastructure and by altering incentives and regulations of workers and their employers (see World Bank, 1990, p. 56).

Policy actions taken to reduce distortions in the economy include adoption of the New Economic Policy in 1990 by the Transitional Government of Ethiopia (TGE) and the Economic Reform Program since 1992. The other important policy statement is the country's current development strategy called the Agricultural Development Led Industrialisation. In this strategy choice of labour intensive techniques and technologies are emphasised (refer TGE, 1993 and 1995b).

The following are some of the actions implemented since 1992 (see TGE, 1995a).

* *Removal of price distortions:* which includes devaluation of Birr, liberalisation of agricultural prices and removal of the dominant government marketing parastatals;

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[9] **"Institutionalists see a number of roles for NGOs. They see NGOs as policy actors, able to substitute for corrupt and inefficient governments in delivering services to the poor....." (Besley, 1997, p. II 8).**

* *Removal of private sector restrictions:* removing price ceilings on capital and limitations on type of business activities run by private sector;

* *Instituting markets for production:* reduction of administrative allocation of land i.e. introduction of lease and establishment of independent labour unions in public enterprises along with management autonomy i.e. to hire and fire;

* *Reducing macroeconomic imbalances:* analysing tight fiscal and monetary policies;

* *Import trade liberalisation:* reduction of excessive rates of protection;

* *Civil service reform:* retrenchment and management autonomy in public enterprises, redeployment of civil servants to regions and salary increment in civil service.

Results indicate that economic performance since 1990 has generally been satisfactory and the economy that had been declining in 1980 is now recovering. It is difficult to bestow all achievements on policy measures taken during 1990 since such a before-after comparison suffers from non-policy factors. Non-policy factors that were significant during this period were substantial drop in military expenditure due to the ending of the civil war, growth in income which resulted from an increase in the price of coffee on the world market and increase in external inflows from both multilateral and bilateral sources.

Non-policy factors however, made the estimation of counterfactual difficult. Nevertheless, between 1991-1996, GDP grew at an average rate of 5.4 percent. During the same period population growth rate was 3.1 percent. Thus, income per capita has been growing by 2.3 percent per annum. Gross domestic investment as percent of GDP has increased from 10 percent in 1990/91 to 19 percent in 1995/96. Although, government expenditure as percent of GDP, did not decline significantly, remarkable achievement has been registered with regard to its composition and financing. Budget for the social sector (education and health) and other infrastructures has increased. Domestic deficit financing has declined considerably. Inflation was contained below 10 percent and real interest rate for most of the periods has been positive. Wage employment has increased from about 7 percent in 1980 to 40 percent in 1990s (TGE, 1995 and Abebe, 1996).

However, Ethiopia's income per capita still remains as one of the lowest in Sub-Saharan Africa despite the recorded recovery as it did not bring about significant improvements in standard of living. In fact, per capita GDP at constant factor cost in 1994/95 which was Birr 222, is lower than that attained in 1980/81 which is Birr 256 (Collier, 1995).

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3.2 Sectoral Policies (Social Service Delivery)

Delivery of social services to the poor such as primary education and primary health care are efforts aimed at addressing the problem of poverty in the long run as they are investment in human capital of the poor[10]. This enables the poor to benefit from any growth achieved.

However, improving social services such as health facilities, water supplies, urban sanitation and shelter remains as one of the Government's urgent priorities. Pro-poor policy statements in the social sector, interalia, include the following:

In the health sector,

- development of preventive and promotive components of health care;
- development of an equitable and acceptable standard of health service system that will reach all segments of the population despite limited resources;
- provision of health care for the population on a payment scheme according to ability with special assistance for those who can not afford to pay (TGE, 1995, p.9).

In the education sector the emphasis is on expansion of basic education for all. In this sector, the Government is, thus, expanding primary schools and vocational education as many of these activities are not provided by the private sector. Moreover, the poor have limited access to such provisions and services if under private holding. Region-14 Administration's role in filling the gap is, therefore, important. Its recent undertakings and commitments in the social sector include the following:

- Expansion of classrooms in Government owned primary schools and construction of additional schools;
- Abolition of any kind of tuition fee in Government owned primary schools;
- Expansion of health services with special emphasis to community health activities;
- Sufficient supply of drinking water.

3.3 Targeted Programs and Transfers

Poverty profile of the city shows that there are several poor citizens that need targeted programs and transfers. The overall poor state of the economy and recent developments including returnees of refugees, demobilised soldiers and their dependants and the economic reform program have accounted for the rise in the number of the poor.

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[10]The impact of education goes beyond increasing labour productivity. It facilitates other interventions aimed at reducing poverty, such as family planning. Thus, root causes of growth

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Recent urban development projects with the objective of poverty alleviation are the following:

- *The First and Second Addis Ababa Urban Development Projects.* World Bank loan and the Government's matching fund financed projects such as,

  1. upgrading slum areas of the city by constructing ventilated and improved pit latrines, public standpipes, internal access roads and drainage,
  2. encouraging solid waste management,
  3. institutional development for efficient public services in the region,
  4. encouraging income generating projects ,
  5. introducing low cost housing including site development.

- *The Lafto Urban Development Project implemented by Region-14 Administration (earlier implemented by the central government-Ministry of Works and Urban Development).* UNDP /UNCDF's grant and the Government's matching fund, financed the project. The components in this project were low cost housing and site development.

- *The Market Towns Development Project.* The Federal Government- Ministry of Works and Urban Development, co-ordinates the project and only part of its components are implemented in Addis Ababa i.e. slum upgrading. World Bank loan and the Government's matching fund financed the project.

- *Ethiopian Social Rehabilitation and Development Fund for the Addis Ababa Region.* Components under this project include, sanitation infrastructures, social services such as schools and health service facilities, and income generating projects. The World Bank loan and the Government's matching fund financed the project and both NGOs and beneficiaries' committees were used for the implementation.

- *Woreda Integrated Business Service.* The components of this program include primary health care, safe water supply, sanitation services, household food security, education (primary and adult) and credit. UNICEF financed the project.

In addition to the above programs, Region14 Administration, through its own budget, has undertaken projects such as low cost housing, income generating projects, upgrading slum areas, water supply improvement, sanitation and institutional development.

3.4. The Government and Other Actors (NGOs)

A greater role is expected to be played by NGOs in poverty alleviation programs in general and in targeted programs in particular. Thus, with respect to the nature of their activities and budget, NGOs involvement in the city is higher than that of the Government's. Currently, more than 60 local and international NGOs operate in Addis Ababa some of their

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activities being provision of services e.g. sanitation infrastructures, loans for income generating schemes, preventive and curative health care services and capacity building projects e.g. consultancy services[11].

For sanitation projects alone, 23 NGOs implemented one or more components between the period January 1994 to June 1996 (CERIFE, 1997). Out of a total of 118 sanitation related projects carried out, 72 projects were undertaken by NGOs and the remaining 46, by Government agencies[12].

However, such a significant involvement in one way or another can affect the development of the city and thus, it is necessary that there is Government intervention so as to gear goods and services delivered by NGOs towards the interest of communitues[13]. This ensures provision to communities of standardised goods and services and desirable implementation arrangements.

Being one of the important stakeholders in development activities, NGOs relationship with Government should not be limited to granting/obtaining permission and controlling activities only. Therefore, the Regional Government is working with some NGOs in implementing some targeted programs which are financed by the government.

4. LESSONS AND CHALLENGES

Responses to impact evaluation for on-going poverty alleviation programs in the Region has been minimal. However, studies made at national and regional level point out problems encountered in various programs carried out, implementation arrangement, suggestions for remedial actions and challenges to the future. The following are some of the lessons learnt from on-going and recently implemented urban development projects.

1. Labour intensive public work is better in creating employment opportunities and at the same time supplying infrastructures in poor areas. The poor benefit from such work as it encourages self-targeting and increases efficiency by targeting the most needy.

2. Income generating schemes have revealed mixed results. While subsidised credit schemes have been found successful, market interest rate, a condition for some externally financed projects, did not reach the poor. Land is another problem in most cases e.g. for grain mills and public showers.

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[11] Information has been obtained from Region 14 Foreign Relations and Development Co-operation Bureau.

[12] According to the same study, sanitation projects include infrastructure for storm water drainage, excreta disposal, sludge disposal and solid waste disposal.

[13] Not all NGO interventions could be considered as better options. NGO failures are also common in developing countries (see Balisacan, 1996).

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3. Low cost housing has also displayed mixed results. Loans provided at subsidised interest rates have reached lower income groups but those with market interest rates have failed to reach the poor. Due to high construction cost, public service delivery impact and horizontal sprawl of the city, etc. housing the poor doesn't seem feasible.

4. Expansion of facilities for primary education and primary health care services are one of the priorities of the Government. As a result, to further reach the poor the Government has abolished tuition fees in government owned primary schools and provision has been made to render free curative care. However, due to financial constraint these services have been under funded affecting the significant impact on the quality of the services that could otherwise have been provided.

5. Decentralised system with increased community participation is preferable in community based projects for both efficient targeting and ensuring sustainability of projects. The challenge however lies in the fact that implementation capacity in communities is very low. This suggests the need to complement projects with capacity building programs.

6. Most projects are designed for short periods of time and thus, their budget is limited to bringing about significant impact on the standard of living of beneficiaries (Goitom, 1996).

7. There are several governmental and non-governmental agencies involved in urban development projects in the city. Most of these projects focus on poverty alleviation and thus have problems such as,

   - sectoral integration which is lacking in almost all projects and affects the sustainability of infrastructures. For example, construction of access road is a precondition for pit latrines. Solid waste infrastructure is a precondition for storm water drainage infrastructure which could avoid the problem of drainage being used as solid waste dumping sites.

     Sectoral integration is fundamental for sustainability. A single actor cannot always provide all in one. Most of the actors provide single or quasi integrated sectors. IHA-UDP however, provides fully integrated sanitation infrastructure. The feasible solution suggested is thus, to co-ordinate activities of the different actors. For example, integrating activities of CARE-Ethiopia and CCF as they operate in the same area (CERFE, 1997). This suggests a potential role for Region- 14 Administration in setting up a centralised MIS unit for integrated planning[14].

8. The structure of poverty in the country shows that the majority of poor live in rural areas. The city is the recipient of the majority of this influx. This coupled with the

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14 A committee comprising of governmental and non-governmental agencies has started activities aimed at realising this proposal. It is co-ordinated by Region-14 Project Implementation Office.

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existing high incidence of poverty is a challenge for any poverty alleviation program. Therefore, a complete intervention needs to be integrated with nation wide programs.

5. SUMMARY AND CONCLUSIONS

The incidence of poverty in the city is very high with about 44 percent of the population living below food poverty line and the total poverty in the city is estimated to be 60 percent.

The government has been responding to the problem during different sequence of time using different approaches. In the past, the Government's response to alleviate poverty focused mainly on commodity programs. As a result, it administered food and other commodity based subsidies. These, however, did not reach the poorest sections of the society due to low purchasing power.

Currently, a three point action program comprising of economy wide policies, sectoral policies (mainly social service delivery) and targeted programs is being implemented. In this program, promoting opportunities to the poor by reducing distortion in the economy is the major aim of the Government.

At the macro level, performance of the economy has been satisfactory which is now under recovery. Nevertheless, low levels of domestic savings, increasing debt obligations and fluctuation in export earnings are still challenges in achieving sustainable development.

Region-14 Administration is expanding facilities for education, health services, sanitation infrastructure and drinking water supplies. However, social service coverage in the city is still far behind the requirement and any achievement made will be regarded only as the beginning of the process.

Targeted program as an important aspects of poverty alleviation process is mostly carried out by NGOS. Hence, Regional Government's role is not only implementing projects but also ensuring standardised intervention so as to avoid duplication of efforts and co-ordinate fragmented activities in the city.

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Discussion

1. SQUARING THE URBAN CIRCLE

Reasons for poverty and the mechanisms for coping

Although it is difficult to state for certain what the reasons of poverty are, it is mainly a result of various social, economic, political and institutional problems. In the case of Ethiopia, from the brief assessment made, it can be concluded that poverty is a result of the political transition the country has had to undergo, recurrent drought, famine situation, etc.

Within different societies of the world, people develop various coping mechanisms against poverty e.g. people within a specific community share resources, older children take the responsibility of caring for the younger ones, etc. The establishment of Community -Based Organisations (CBOs) is a result of community coping mechanisms and are social or economic in their nature. These organisations are basically established to render assistance to communities in various ways.

NGOs in their effort to work with communities on urban development programmes should give due consideration to these existing establishments rather than attempting to establish new ones by disregarding old ones. Thus, it is important that NGOs assess existing coping mechanisms of communities and CBOs and reinforce these establishments.

In some instances, NGOs are known to have replaced existing CBOs with their own kind and failed. Even though it is important to maintain existing ones, there are cases where these institutions are rigid and cannot adapt to changing situations. In such cases, it becomes difficult for NGOs to work through such CBOs and pointless to sustain them. Thus, it is advisable to make a positive change but one that is gradual as people are always wary of changes. NGOs should avoid pressure of any kind in introducing change and try to develop a healthy relationship between themselves and communities. This will result in visible and positive outcomes.

INTRAC's research on Addis Ababa has shown that although NGOs may recognise the existing coping mechanism in a community, they attempt to assist with special focus to a specific part of that mechanism e.g. supporting specific families. This creates animosity/misunderstanding among community members. It is however, helpful if NGOs form relationships with existing community establishments and with members of the community who for instance can assist the NGO in carrying out research on the nature or extent of poverty of an area in question.

Limited roles of NGOs

The research has shown that while most NGOs are involved in service delivery, only a few are involved in activities such as advocacy, research, networking, etc. NGO activities should not be limited to service delivery, especially being development oriented. However, specific reasons as to why most NGOs are limited to such activities were not given but conclusions reached are that with regard to *networking*:

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1. most NGOs focus only on area(s) they operate in, which discourages networking;
2. NGOs are already involved in several interventions which does not allow them to look further or;
3. there is tight competition for funds among NGOs.

Regarding *research,* NGOs need to see the relevance of carrying this out and its relationship to their operations. *Advocacy,* is mostly a misunderstanding among most NGOs, it is considered political or its legitimate role for NGOs is questioned. It is however, important that organisations engaged in advocacy work are credible. They need to have sufficient backing and achieve positive results to run effective advocacy programmes.

To alleviate urban problems, it is true that collaboration among NGOs and other bodies is essential. Consequently, guidelines on NGO operations should enable NGOs to collaborate among themselves and encourage flexibility and adaptation to new situations. It is also beneficial if NGOs could actively participate in advocacy work so as to develop awareness among the general public. Though the guideline does not prohibit NGOs from collaborating, it does not state in specific words that they can collaborate and work together with various bodies. This, therefore, is one reason which makes collaboration, flexibility and adaptation to new situations of NGOs difficult.

In the operation of NGOs, having clear vision and mission is one of the challenges they face as these determine the success/effectiveness of programmes. It has been observed that in many cases there exists a disjuncture between strategy and mission due to lack of clarity between the two. When an NGO is clear of what its mission is e.g. increasing the literacy rate in a specific Kebele, then can the organisation define its strategies.

2. THE ROLE AND MANDATE OF REGION 14 ADMINISTRATION IN URBAN POVERTY ALLIVATION

Housing problem: a major urban problem

Even though the low cost-housing projects of Region 14 Administration has attempted to reach the poorest segments of society, it cannot be said to have been successful. Loans for the implementation of such projects are obtained from financial institutions which do not target the poor/low income sector. Therefore, it has been necessary to abandon such projects as a means of reaching the poor/low income people and alleviating one of their major problems, shelter.

While an alternative scheme to be undertaken by the Government is not yet known, new rental price to be enforced by the Government shortly is expected to increase housing problems in the city and discourage efforts of individuals and organisations directed towards addressing such problems. In addition, problems of increased rate of forced unemployment, privatisation of public owned enterprises, increased rate of school drop outs, sales transaction tax to be applied shortly, which was previously 8% and which will rise as high as 30%, etc. could further aggravate urban problems.

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Urban problems in Addis Ababa seem to continue to rise and even though government measures will make existing situations difficult, the aim is to form lasting solutions. In the meantime, it will be vital to build people's capacity so that they may afford houses provided by the Government or any other body in order to withstand the problems of land lease, bank interest rate, availability of construction materials, etc. It should however, be noted that there are Government interventions which have recorded positive results such as employment creation in construction activities, sanitation and road construction activities which have shown good progress in Addis Ababa, etc.

Co-ordinated efforts of actors in urban development

In response to rising urban problems, expansion of primary education and primary health care are some of the attempts undertaken by the Government. However, problems of high unemployment rate which is characteristic of urban areas and which is due to high population growth, is becoming a hindrance. This calls for co-ordinated effort of all actors in urban development.

Although it is common that several NGOs work closely with Region 14 Foreign Relation and Development Bureau and other government offices, Region 14 Project Implementation Office (PIO) does not have experience of working with NGOs. PIO instead works mostly by implementing urban projects funded by agencies such as the UN. However, it does believe that the level of co-operation between NGOs and various government offices, including PIO itself, should extend beyond granting and obtaining permission for undertaking projects and signing agreements.

Small-scale-job institutions such as Ethiopian Social Rehabilitation and Development Fund (ESRDF) are some Government institutions with urban focus and thus, those that can establish closer links with urban NGOs.

The role of Region 14 is implementing policy and providing target programmes focusing on various support activities and disadvantaged groups of society and to co-ordinate the activities of different actors. Nonetheless, due to problems of financial and resource constraint and the need to prioritise with the existing minimum capacity, this results in a strained relationship with other actors of urban development. Lack of capacity with regard to personnel also contributes to projects such as infrastructure construction being discontinued as contractors could be summoned to other projects. In such instances, it is important that communities participate in the effort of urban development where they can contribute labour and/or money.

In response to urban problems

As a strategy directed towards urban development and alleviation of urban poverty, service delivery by NGOs cannot continue without considering urban population growth if the aim is to ensure lasting solutions. Consequently, investment policy encourages investment to spread out to different parts of the country in order to discourage concentration in specific areas. This contributes to alleviating wide spread problems of unemployment.

Improving the economic situation of people is one of the urban challenges which is faced by several NGOs. These NGOs attempt to respond to this problem through credit and saving schemes. On the one hand, beneficiaries of such schemes are usually involved in petty trading such as selling *injera* or bread which means that they may have to work on the streets. On the other hand, there is a problem of

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working on the streets as the Government does not allow this. Such problems which are usually a result of institutional conflict, emphasise the need for Government bodies and NGOs to work in close collaboration. There has to be holistic approach when carrying out such projects i.e. implementing NGOs should make sure that beneficiaries have sufficient money to carry out such projects successfully. Moreover, difficulties that arise from government policies should be dealt with by NGOs by developing alternative systems.

In light of all these, Region 14 Administration should make more effort in creating conducive environment for NGOs as they are a sector supporting efforts of the Administration in the aim of alleviating urban problems

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EXPERIENCE OF INTEGRATED HOLISTIC APPROACH URBAN DEVELOPMENT PROGRAMME

Jember Teferra
Integrated Holistic Approach / Urban Development Programme

1. INTRODUCTION

Integrated Holistic Approach / Urban Development Programme (IHA/UDP) is an up-scaled project from Kebele 41 started by Redd Barna in 1981. It was up-scaled from 4000 to 30,000 and from one Kebele to four Kebeles and covered a total of 6 Kebeles and 42,000 people through its health programme. However, it phased out in 1986.

A research was carried out between 1986 and 1989. Important issues came out from the findings: IHA/UDP tried to build on the strength of Kebele 41 while lessons learnt helped to correct weaknesses.

In February 1989 an agreement was signed with the then City Council of Addis Ababa and between June 1989 and December 1989 a baseline survey was conducted, offices were built and a few staff employed. By January 1990 activities based on 11 felt need of the community began with professionals who planned and implement programmes.

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2. IHA/UDP's CHOICE FOR TEKLEHAMINOT AREA

- According to the 1970 city wide survey conducted by World Bank, eight Kebeles were identified as being the poorest. IHA/UDP operates in four of them fully and in two partially.

- During the Italian occupation those who earned their living by begging were forced to live in Kebeles 30 and 41. This area is known as Tureta Sefer and even today beggars from different parts of the country lodge with existing beggars in Kebele 30.

3. WHAT ARE THE CHALLENGES AND DIFFICULITES WORKING IN TEKLEHAMINOT?

- IHA/UDP challenges the mentality of "*not flogging a dying horse*" i.e. leaving out the very poorest and working with those who capture opportunities to help themselves. The organisation deliberately tackles root causes of poverty : fatalism, apathy, loss of self worth and dependency.

- As poverty alleviation is a human right issue and not a charitable act, it involves an issue of social justice. The poor can be made aware and take control of their own lives if assisted to swim rather than left to sink.

- In 1978 Addis Abeba was 79% slum area and by 1991 this figure rose to 90%. Thus, those working in urban development, with the exception of the business sector, needed to deal with the root causes of poverty for a lasting and sustainable development.

4. INTEGRATION AND HOLISTICNESS AS A SOLUTION

- In areas IHA/UDP operates in, the problem of the poorest of the poor is inter-linked or interrelated. It is, therefore, necessary to treat their problems in a holistic and integrated manner: holistic referring to a whole community in its entirety and integration the provision of services. Inter linked human needs which are in synergetic relationship inevitably affect the whole person, the whole family and the whole community. Thus, in order to address the root cause of the problem one needs to tackle it in an integrated holistic approach.

- Community based, bottom up, human development orientated integrated and holistic approach is not a prescription. It is based on needs identified for the particular community or any other development organisation IHA/UDP is working with.

5. ACHIEVEMENTS OF IHA/UDP

Under the three components based on the 11 priorities of the community, 52 programmes have been implemented with funds totalling approximately 50,000,000 Birr and acquired from 30 donors in total: 4 major, 8 regular and 18 donors and individuals. The following achievements have been made to-date.

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Community Development

- Training in basic community worker principles, PHC and other related issues were conducted for "*Yellow Girls*" recruited from Kebele 30, 42 and 43.

- Grassroots neighbourhood groups (NHG) were organising by 25 to 30 household. 3000 more will be organised to focus on specific programmes at grassroots level.

- Destitute elderly peoples were identified and benefited from "*food on foot*" and day care programmes. In addition, various related activities such as a workshop on "Increasing Awareness for Community Support to Older People" were carried out.

- Psycho-social rehabilitation for disabled persons (ex-beggars) and young girls (ex-prostitutes) was conducted. Along side this, training in handicraft and soap making was given. Ex-soldiers were also rehabilitated and participated in road projects. A new programme for the Mentally Retarded (MR) has been opened at Kebele 42, deaf and dumb as well as blind children were identified and sent to the school of the deaf and the blind to the school of the blind.

- Training programmes were given to KG and MR staff on methods of teaching and handling children.

- Door to door survey of 5000 households was carried out to register eligible daily-labourers. Those with families to support were selected to work on construction sites in shifts.

- In the aim of improving linkage with government offices and agency and various organisations etc. a technical team for social programmes has been established. This is expected to ensure sustainability of programmes. Consequently refresher training programme on basic principles of community development was given.

Child and Youth

- Literacy programmes with the focus of "Big Brother, Big Sister" is being given to school aged children who are deprived of primary education. Sponsorship programmes to primary school has also been given to illiterate children.

- With the aim of delinquency prevention through recreational and educational programmes, a youth group was mobilised. Delinquency rehabilitation sub-programme will be commencing shortly.

- Sport, music and theatre clubs have been established by children and youth some of which are ex soldiers. Library service will be provided shortly. Children who are deaf or blind having been identified and will be sent to schools for the blind and the deaf.

- Efforts have been made to merge two condemned schools; Alemaya and Teramaj schools so as to promote proper education.

- Training programmes on various issues were given: delinquency and prevention, management and leadership, basic education system, education ethics and pedagogical, etc.

- To develop communities awareness on project development, the organisation has been working closely with donors, communities and other groups and has published a quarterly bulletin. In addition, documentation of different development activities, audio visuals and photographs are being gathered.

- Local fund raising activities for children and elderly people, sponsorship programme has started.

Other activities

- Activities in the health sector such as health education, gardening programme, construction of water point and shower communal and shower service, etc. have been undertaken.

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- Commendable results have been achieved in income generation activities such as food processing, cotton spinning, basketry, shower service, etc.
- As part of its physical upgrading programme IHA/UDP has constructed new houses, communal latrines and kitchens, transit houses, water points with taps, etc.

6. PROJECT PHASE OUT

To sustain implemented programmes two strategies have been undertaken:

- From grassroots volunteers to community programme workers, would-be-managers have been trained and are running the projects at present. A board consisting of 15 members has been officially launched.
- Financial resources have been prepared.

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Strategies for Project Implementation: CARE Ethiopia's Specialist Approach

Garedew Asfaw
CARE Ethiopia

THIS ARTICLE IS A SYNOPSIS OF ATO DESTA ASRAW'S, CARE, PRESENTATION

There are several intervention areas for *NGOs* in Ethiopia: agriculture and natural resources, urban and rural poverty alleviation, health services, urban upgrading, income generation activities, mother and child focused programs, etc. are *some of* the major traditional sectors. Although NGO operations are diverse, they can be categorized into two major strategies or approaches:

- Specialist strategy
- Generalist/Holistic/Integrated strategy

Each strategy has its pros and cons. The following tries to outline some of the major advantages and drawbacks of *the specialist strategy* based on the experience of CARE Ethiopia's Community Infrastructure Improvement Program in Addis Ababa.

The Community Infrastructure Improvement Project (also called Urban-Food-For-Work) started operation in June 1993. The program *focuses on* the needs of the urban poor with special reference to the lack of primary infrastructure and excessive unemployment within marginal urban communities in Addis Ababa. The program consists of a series of large scale neighborhood projects which benefit the general public. The project promotes direct community participation in project(s) planning and supervision in an effort to strengthen the capacity of community groups and enable them to manage future self-help development and maintenance activities.

The goals of the program, Community Infrastructure Improvement/Urban-Food-For-Work (CII/UFFW) are:

1. Improve basic infrastructure services (mainly access roads, storm water drains, bridges and latrines) for communities where 75% of the population earns below Birr 250 per month;
2. Provide short-term employment opportunities to families with low income, unemployed and underemployed residents;
3. Enhance the capacity of households and enable them to provide adequate food to their family;
4. Build the institutional capacity of communities to enable them to manage future self-help development activities.

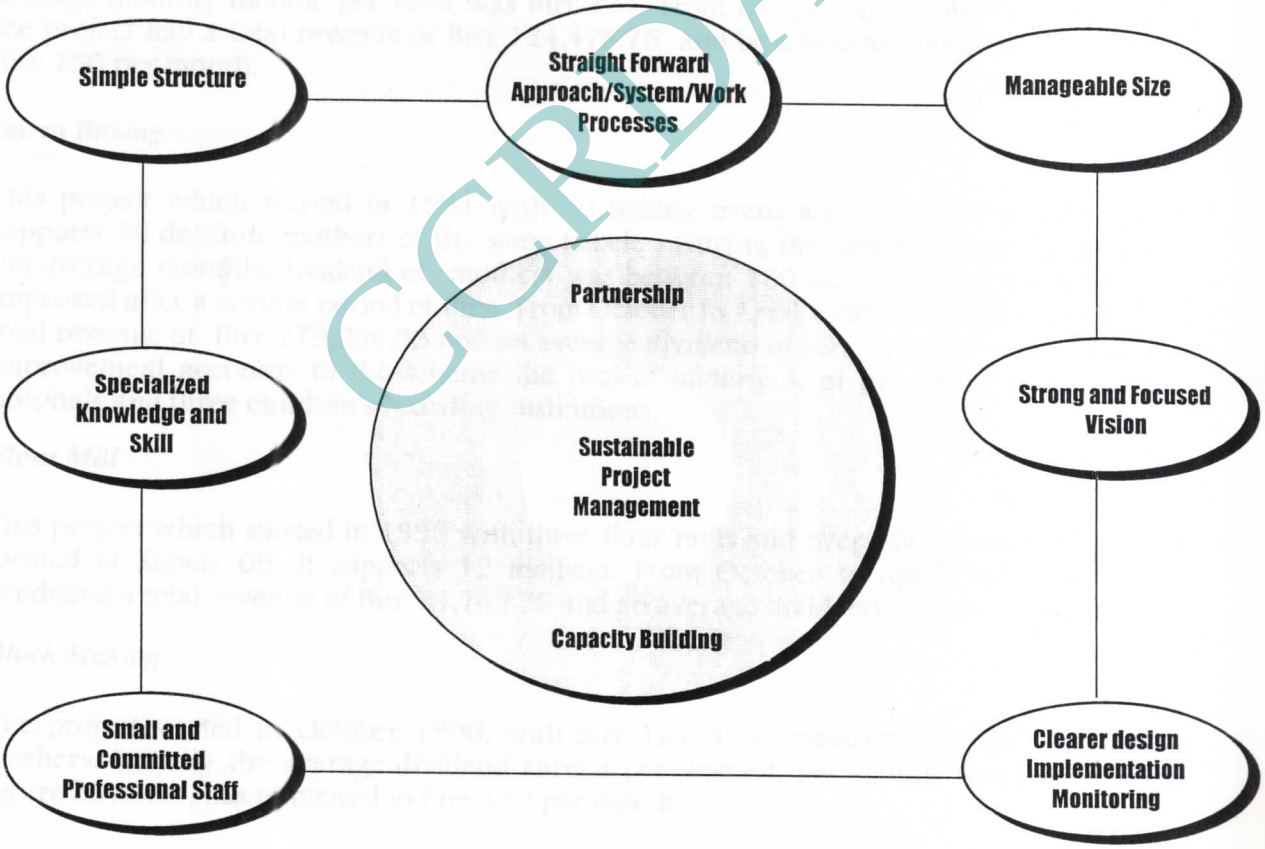
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The project has undertaken infrastructure activities in 34 Kebeles in different Woredas of Addis Ababa. 28 of these have been completed and handed over to their respective communities.
From the experience of CII Program in the past four years, the following strengths of specialized approach have been observed.

- Due to the specialized knowledge and skill required for the management, a small and committed staff is required to design, implement and monitor the whole process. CII/UFFW project is run by a staff of about 20 persons (including support personnel) and simultaneous manages over ten Kebele projects per year. The core team consists of social work promoters and civil engineers who constitute more than 50% of the project staff and who are field-effective.

- Due to the simplicity and straight forward approach, systems or work processes involved, this type of strategy is characterized by a strong and focused vision. Moreover, activities are manageable.

- Due to limited number of sectoral interventions by any one NGO, it encourages partnerships with other NGOs and supplements unsatisfied community needs. Coupled with institutional strengthening of community groups, partnership (especially with local NGOs) it is considered to be the key to sustainable project management. This is illustrated in the following schema:



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However, the specialist strategy is not without its drawbacks. Two major weaknesses are,

- Many donors prefer diversified set of activities with a view to serving more beneficiaries rather than focusing on a particular sector. Although donors' attitudes are changing now a days, this has been one of the limiting factors for this strategy to be widely adopted in the country.

- Due to the specialized nature of the approach, it leaves certain community needs unsatisfied. This fact may lead to serious misunderstanding between the implementing NGO and community representatives. The latter, by default understands that NGOs are there to solve all their problems. However, this problem can be minimized by,

  a) filling the gap by creating partnership with another specialized NGO, which in itself, is a difficult task due to rivalry between NGOs and

  b) repeatedly explaining the objectives of sectoral intervention to community leaders or, if necessary, to the general assembly of the community residents. This can be complemented by including a list of specific activities, to be undertaken, in the implementation agreement, in a language that can be easily understood by all).

However, it can be safely assumed that, despite the constraints, the specialist approach of project implementation is gaining more and more acceptance as an alternative tool of helping communities help themselves.

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Basic Service Provision, ARK Ethiopia

Taddesse Alemu
ARK Ethiopia

Reaching the unreached the poorest of the poor members of the community, is the motto that ARK - Ethiopia (formerly known as Good Shepherd Family Care Service - GSFCS) promotes and is striving to achieve. Since it became operational in 1992 ARK Ethiopia has been involved in fostering programs aimed at alleviating the problems of mothers and children of Wereda 13 in Addis Ababa.

ARK Ethiopia has been focusing on health care, child welfare, income generation, construction of social and economic infrastructures and environmental sanitation schemes.

1. INCOME GENERATION ACTIVITY

Bread Baking

The project started in 1995 with 20,000 Birr allocated from Good Shepherd. 12 mothers were selected from among residents of Kebele 08 and 09. At the onset of the project the average monthly income per head was Birr 134. From the period October to April 1997, the project had a total revenue of Birr 124,475.75 and beneficiaries dividend increased to Birr 150 per month.

Injera Baking

This project which started in 1994 with 20 baking ovens and a capital of Birr 30,000 supports 36 destitute mothers of the same Kebele . During the first two years of operation the average monthly dividend of mothers was between 130 and 150 which has however improved after a certain period of time. From October to April 1997, the project generated a total revenue of Birr 279,036.93 and an average dividend of Birr 170 per month. Such an improvement accounts to the scheme the project undertook of providing *injera* for five hospitals and three children's boarding institutions.

Flour Mill

This project which started in 1995 with three flour mills and over 100 quintals of grain, is located at Kebele 09. It supports 12 mothers. From October to April 1997 the project produced a total revenue of Birr 74,749.35 and an average dividend of Birr 110 per month.

Block Making

The project started in October 1996, with Birr 12,000 as running cost and targeted 20 mothers. Initially the average dividend earned per women, per month was Birr 95. This figure however, has improved to Birr 120 per month.

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2. SOCIAL INFRASTRUCTURE CONSTRUCTION SCHEME

Water Points

Water point construction scheme has been launched since 1995. During the first two years of operation only one community water point was constructed and handed over. This figure today has reached 51.

House Upgrading

Construction of social infrastructures such as latrine construction has been undertaken since 1993. Main activities carried out under this scheme include roof maintenance, latrine construction and kitchen construction. Till this date, 62 roofs have been maintained five kitchens and 14 latrines constructed and 19 houses have now proper latrines and kitchens.

Access Road and Drainage Construction

Aimed at increasing accessibility of program areas, access road construction became part of the integrated community development program. So far, a total of 160 km of drainage system has been constructed.

3. HEALTH AND CHILD SPONSORSHIP

Mother and Child Health Care

Mother and Child Health Care (MCH) program was launched in 1993 with three satellite c1inics, two nurses, three health assistants, ten health agents, four community health animators and eleven traditional birth attendants. Since its commencement, the following activities have been realised.

S/No.	Activities	Cases Examined
1.	New Antenatal	176
2.	Revisits	767
3.	Antenatal referred to MPMC	2
4.	Antenatal referred to Hospitals	5
5.	Pregnant mothers for TT vaccination	356
6.	Children for BCG and Polio 0	162
7.	Children for Polio 1 and DPT 1	234
8.	Children for Polio 2 and DPT 2	233
9.	Children for Polio 3 and DPT 3	239
10.	Children for measles	215
11.	New family planning attendants	486
12.	Repeat family planning attendants	1410
13.	FP attendants referred to hospitals	3
14.	Home deliveries by TBAs	69
15.	Postnatal visits	185
16.	Home visits by TBAs	173
17.	Growth monitoring	5164
18.	Children referred to hospitals	15
19.	First aid cases	7901

This is only up to and including FY'96

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Child Welfare

The child sponsorship program started in 1992 with 50 children, one supervisor, one assistant supervisor and seven clerks. The number of children however rose to 150 then to 650 and finally now it has reached 1400 of which 684 are females.

The program ensures child welfare through provision of minimum child benefits such as clothing, food, medication and education. On the average Birr 256 is spent per month per child to cover all these minimum requirements. The following table shows minimum benefits distributed to children which are covered by the program.

Type of benefit	Unit	Amount
Food		
Wheat	Kg.	104,660
Faffa	Kg.	20,876
Oil	Kg.	11,138
Bean	Kg.	2,800
Milk Powder	Kg.	1,400
Bread	Pcs.	353,112
Soap	Pcs.	4,200
Cloth		
Sweater	No.	1,400
Trouser and dress	No.	1,400
Shoes	No.	1,320
School Materials		
Exercise Book	No.	4,650
Pencil	No.	1,684
Pen	No.	380
Eraser	No.	784
School Fee	Birr	55,496.50

This does include, FY'97 benefits

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Economic Support Program, African Village Academy

Teklu Kidane
African Village Academy

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1. INTRODUCTION

African Village Academy (AVA) considers savings and credit as one important tool for development. This however has to be accompanied by other important tools such as market and enterprise development. AVA mostly focuses on these tools for the following reasons:

1. As AVA has experience on how and why traditional organisations/clubs such as *Ekub*, *Edir*, *Mehaber*, *Debo*, etc. work, savings and credit is not a completely new idea or activity.

2. The entrepreneurial spirit that is found in micro and small scale entrepreneurs is the building block for the economy of any country. It, thus, has to be enhanced, supported and developed. Given the opportunity, a small credit can result in increased production and thus income. Moreover, small saving could result in capital accumulation.

3. Micro and small scale entrepreneurs, i.e. the informal sector operators, are responsible for 60% of Africa's economic activities and more than 60% of these entrepreneurs are women.

4. The informal sector is the largest employer in any African country. However, most African governments categorise these entrepreneurs as being non productive and those whose role in the economy is unrecognised. As a result, these governments have not taken time and effort to create a working environment for these groups of producers and service providers.

5. The African economy can not be built without the full participation of the informal sector. Thus, it is the responsibility of Governments to create an enabling environment for these producers and service providers.

6. Starting with small savings and credit facilities and increasing the amount of loan over time, allows clients/borrowers to start business or expand existing ones. The result extends from subsistence living to improved quality of life. From one simple meal a day to paying for minor health care, to purchasing tools and machinery.

7. We should take sufficient note that Structural Adjustment Program, the World Trade Organisation, the effect of Globalization, etc. are side factors that determine the destiny of the economy.

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2. AVA PROJECTS AND THEIR IMPACTS

AVA Savings and Credit program started in January 1993 in Kerabu Hurbu and in Addis Ababa with a capital of Birr 3,700.00 to serve 35 clients. Today AVA has around 300 urban women borrowers and 200 rural farmers. The urban clients are all women. The average loan is Birr 300.00 and repayment rate is 85% and 70% respectively. A drop in repayment rate introduced in Addis Ababa which was from 98% to 85% was due to, other institutions providing credit without interest to clients of AVA. This seriously disrupted the organisations program and thus, has been forced to look for ways to resolve the problem.

Nonetheless, AVA feels now that it has a fairly good grasp of how micro finance operates and is in the process of expanding the program. Thus, it has taken time to understand what it would take to design and implement a program that will provide savings and credit facilities to enhance production and services.

The AVA Savings & Credit for Enterprise Development program was developed by AVA staff members and clients as the program was being undertaken. It allowed the organisation to develop a seven step training lesson that has continued to be used to date. This training lesson address common questions that arise among clients, credit utilisation, group formation and support, market development, etc. The training takes place once a week for two hours, for seven weeks. This allows potential clients and credit agents to get to know one another and start the process with sufficient commitment.

AVA has gained a lot of experience in working with micro and small scale entrepreneurs by participating in designing ways for creating an enabling environment for informal sector operators. Since this project started in January 1995, 12 groups of informal sector operators have organised themselves and registered in service co-operatives. Training in Leadership, Management, Marketing, Basic Book Keeping is provided to equip the operators with skill and knowledge on how to run their individual businesses and co-operatives. They have already collectively formed credit and land committees that will address their problems with the appropriate government agencies.

In summary, AVA is working with its partners/clients to design micro finance services, improve and create access to market and develop enterprises. This in turn, which is now a long term objective, is to result in employment creation and improved income.

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perspective/approach places little emphasis on making older people more productive. Because of the wide spread negative attitude: considering elderly people as disabled, unproductive and dependent, most local partners of HAI started their activities with free handouts considering older people as *recipients* instead of equal partners in their own development. Therefore, one of the biggest attempts made so far by HAI was to increase awareness of the fact of its partners and their staff so as to ensure the productive potential of older people and thereby ensure sustainable development.

3. CAPACITY BUILDING IN TERMS OF ORGANISATIONAL DEVELOPMENT

NGOs in many cases lack the basic ingredient of development i.e. working in team spirit and involving staff at all levels. Instead, they concentrate on indispensable individuals who if unavailable make it difficult in cases where information of any kind is needed.

HAI emphasises on building team spirit among all staff members and tries to build the capacity of partner NGOs by providing formal and informal training. Paying regular visits and assisting the NGOs in the various activities they undertake, HAI tries to strengthen their abilities as organisations and not as individuals.

Major accomplishments of HAI

- HAI has conducted various training programs for partners and their associates with the objective of building their confidence in the area of age care and enabling them to bring to the attention of concerned relevant bodies the issue of older people. This has helped to create good linkages among all actors. A case in point is, HAI's training that brought together *edir* leaders and priests from a local church to discuss problems of older people related to funeral arrangements and reach agreement with regard to rendering assistance for the burial of destitute elderly people.

- One of the pioneer partners HAI has been working with is, St. George's Church Welfare Society for elderly people. Its activities mainly focus on clarifying the mission's statement and narrowing down objectives. This exercise has brought together all stake holders (executive committee members, parish council, church administration, Sunday school students, project staff and older people) by establishing a common vision of the Welfare Society.

- Through regular visits by its staff, HAI works with project partners by providing basic training in filing , proper book keeping, developing job descriptions for the different posts occupied by employed and volunteer staff.

- HAI has been making efforts in assisting partners to produce project proposals and writing regular reports which clearly describe activities, achievements, constraints and are transparent enough in showing financial status.

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- HAI assist its partners in working on organisational profile, developing systems, bye-laws, constitutions, form strong and influential board members who can commit themselves and their time to work for the cause of older people.

- HAI sponsors the staff of partners for training programmes run by other organisations such as CRDA.

4. TRAINING TO STRENGTHEN LOCAL AREGAWIAN COMMITTEES

In Ethiopia, it is the extended family that generally cares for older people. However, many older people do not have families, pensions or resources to support themselves. The task of assisting destitute older people, therefore, remains to be the responsibility of communities. In many cases, the Ethiopian community is well known for assisting poor people but assistance rendered is not an organised effort and thus, does not contribute much in reducing the problems of destitution particularly in urban areas.

To harness these kinds of feelings, HAI has over the last two years conducted training in Participatory Needs Assessment and Planning with Older People (PNAP) where a wide range of representatives from different line bureaus, community organisations, religious leaders, influential individuals and older people themselves participated in. The objective of the training programme was to consider needs and problems of older people and come up with solutions. Such training has helped in:

1. increasing the awareness of communities regarding the issues of older people and

2. mobilising community resources to meet the needs of older people.

As a result of the training programme, Volunteer Aregawian Committees were formed in Tigray, Chencha, Addis Ababa and Gojam.

This kind of volunteer committee helps to alter the perception of some community members i.e. that caring for older people is a task to be carried out by the Government only. To mention a case in point, a relief project providing daily hot meals to destitute older people in a certain Kebele in Addis Ababa realised that it has disrupted an existing social support system by undermining the community's support mechanism. People in the locality started to believe that the elderly did not need their help as the Project was there to support them. Another example that can be sited is, in a rural part of the country where a certain project built homes for individual elders and where the community took it for granted that the Project would be fully responsible for the elderly people of that area.

Both projects invited HAI to organise a workshop aimed at bringing about community behavioural change. The objective of HAI is to help local people respond more positively to programmes/projects implemented by government bodies. The Volunteer Aregawian Committees are showing high commitment in supporting these projects and improving community's attitude. In order to meet these objectives, HAI provides training programmes for communities as part of a comprehensive project: Community Support for Older People (CSOP). CSOP objective is addressing basic problems of older people i.e. lack of food,

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6. CONSTRAINTS

Some of the major constraints faced by HAI are:

1. Working with older people in Ethiopia, especially with the concept of enhancing the productive capacity of older people, is new.

2. Altering the attitude of people which is more relief oriented rather than development oriented has presented a challenge.

3. Problems related to individual leadership among local partners has hampered HAI's activities. As a result, most beneficiaries of HAI's programmes: the elderly, suffer as a result of internal management crisis. HAI has attempted to take corrective measures by co-operating with concerned government bodies.

4. Training and advocacy work bring about long term impact which disappoints partners and beneficiaries who are looking for immediate result. People do not consider the length of time required to develop these systems and source funds.

5. Lack of understanding volunteer work and lack of commitment especially with regard to improving the quality of lives of older people, as communities do not take sufficient responsibility has brought about difficult in the work of HAI. Moreover, volunteer board members in some instances, expect to be paid which makes it difficult for small initiatives to cope.

6. Supporting partners in a variety of ways (i.e. system development/accounting, age care awareness, etc.) sometimes presents constraint on the organisations limited resource.

7. Problems of registration of some of its members makes it difficult for HAI to provide support.

8. As some partners and beneficiaries do not clearly understand HAI's role in supporting their activities, these organisations/individuals overlook possible solutions which could be found within their surrounding area. Instead they approach HAI for assistance.

7. CONCLUSION

The basic message HAI passes is that, problems of older people are best solved by family and community members and there is a huge potential within the Ethiopian community to ensure this. If local organisations and people are properly mobilised through capacity building activities such as organisational development and training, they could contribute a great deal to improving the quality of lives of poor older people.

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Advocacy and Lobbying : ActionAid Ethiopia

Martha Gebre
ACTIONAID-Ethiopia

1. ADVOCACY - A STRATEGY TO POVERTY ALLEVIATION

ACTIONAID-Ethiopia is an international NGO committed to and engaged in assisting the poor to overcome poverty. It assist children, women, families and communities by operating both in rural and urban areas of the country.

ACTIONAID-Ethiopia believes both urban and rural development interventions have to be complemented with advocacy efforts. It maintains that, not only consequences of but causes or factors that keep on perpetuating poverty need to be addressed. ACTIONAID-Ethiopia, by using its knowledge and direct experience of the causes and effects of poverty, tries to influence the way others contribute to poverty eradication at a local, national and international level. The main thrust in advocacy, so far, has been on microfinance (financing the poor), non-formal education and community-based health care.

2. WHAT IS ADVOCACY?

Advocacy means different things to different people. ACTIONAID-Ethiopia defines advocacy as: *"a systematic process to influence policies, ideas, and practices of target groups".*

It is a systematic process because:

- it is planned and organised;
- it is undertaken with a given aim to achieve a given goal;
- it is based on research and experience;
- being a process it is continuous and needs to be updated regularly.

By saying, to influence policies, ideas and practices would mean to contribute to changes based upon ACTIONAID's experiences drawn from its development interventions and knowledge acquired through research.

Who could be ACTIONAID's targets?

Depending on the issue selected for advocacy, the following could be possible targets:

- Community/Society at large
- NGOs

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- Government agencies
- UN Organisations
- World Bank and IMF
- Multinational Corporations

3. HOW DO WE DO ADVOCACY?

Step 1: understanding the problem (identify, analyse, prioritise)

What is the problem? What are the causal factors of the problem? Why is advocacy necessary for this issue?

Step 2: establishing clear aims

To make advocacy work effective, one needs to analyse and understand the problem first, and clearly set the goal(s) to be achieved.

Step 3: Stakeholder analysis (Allies and Targets)

Who cares about the problem and decision making, now and in the future? What are the various actors' interest, goals? This is the means for determining who is influenceable and who is influencing.

Step 4: Organisational considerations

A SWOT analysis including resources available for the effort (staff, skills, money), identify weaknesses that need to be taken care of, arising opportunities and threats to the Organisation.

Step 5: Choosing advocacy strategy

1. Who are the targets?
2. Constituencies (Allies/opponents)
3. Strategies:
   - Approaches
   - Tactics
   - Time-frame
4. Organisational considerations
   - comparative advantages
   - risks

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- benefits

The choice of an advocacy strategy depends upon the context and relationship the Organisation has with its target.

It could be:

I. Relationship based or co-operation, where one can use lobbying, project collaboration, secondment to government offices and participation in policy making fora.

II. Information based where one uses research findings and the media.

III. Public action based which involves campaigns, demonstrations and litigation.

ACTIONAID-Ethiopia has opted for the first two approaches to undertake advocacy work.

Based on its field experience, ACTIONAID-Ethiopia has identified non-formal education, micro-finance for the poor and community-based health care as its major areas of advocacy. It is still working on developing an advocacy strategy for urban issues, a very broad concept which needs to be examined and studied thoroughly.

Taking ACTIONAID-Ethiopia's advocacy experience on non-formal education as an example, the organisation believes to have considerable experience in this domain drawn from its rural and at present urban development programmes. ACTIONAID- Ethiopia, affirms that Non-Formal Primary Education programme (known as ACCESS - Appropriate Cost Effective Centres for Education within the School System, in ACTIONAID-Ethiopia) complements the formal school system, alleviates the problem of drop outs in primary formal schools and addresses the illiteracy problem in the country. This being the issue, ACTIONAID-Ethiopia aims at influencing Government, the Ministry of Education, to recognise the contribution of these approaches and create an enabling environment for its replication by NGOs and UN agencies such as UNICEF.

ACTIONAID-Ethiopia has been advocating on this issue with good results. The number of indigenous and international NGOs who would wish to adopt this approach has increased dramatically, to the effect that many are now demanding advise and support. Advocacy being a long term process, ACTIONAID is still working to reach its goal of influencing other targets gradually. ACTIONAID-Ethiopia has established good relations with the Regional and Zonal Bureaus of Education since the ACCESS programmes was planned to complement the formal school system. Without the co-operation of the Bureaus nothing could be achieved.

For advocacy efforts to be successful it is important to ensure transparency and work towards building credibility. How much influence one has on a target depends to a considerable extent on how credible it is in the eyes of the target.

Advocacy being a systematic process of influencing, is not possible without research. If there is a possibility that one is wrong, the research may save a lot of time, energy and money which would otherwise be wasted. If the case in point is right, then it gives grounds to back

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the issue. It also helps to define objectives and priorities and come up with policy options. Moreover, research helps to identify allies, provided it is well done to gain credibility/respect even among the targets.

Advocacy is a long distance race, not for the short term. It requires a long term vision, yet with achievable and measurable goals. It demands realistic assessment of what is possible, the more specific of what one can do and where to influence better.

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Discussion

Discussion focused on the nature of activities of the following NGOs. Questions were raised on different aspects of projects/programmes of member organisations, as related to urban development.

People with various positions participated in **CARE's** Food for Work programme and are divided into three groups:

1. **unskilled labourers,** where women make up the majority i.e. 60% out of which 40% are household heads. These groups are paid one ration which is 3.5 kg of wheat and 175 gm of oil, which was 140 gm previously.

2. **skilled labourers** such as bar benders, carpenters, etc. who get three times as much as unskilled labourers and

3. **semi-skilled** labourers who previously were unskilled labourers when joining the project, get two rations.

Basically, payment for the labourers is based on output since they work in teams: team output determines payment/ration they receive. Personal attendance also determines the same. Therefore, based on their work output, there are those who earn more than 3 kg of food (which is the rate of payment by DPPC's Food For Work programme and which is also used by World Food Programme: 3 kg of wheat and 120 litres of oil). Work norms are developed in such as way that monetary values - the food they receive, do not exceed commercial values - salary paid in the industrial section.

However, upon completion of projects, the whole community benefits from the programme as it involves access roads, drainage canal, bridges, etc. Communities are, therefore, expected to contribute 5-10% of the total project material cost and agreement is signed with relevant Kebele and Woreda Administration in order to undertake projects.

ARK Ethiopia (formerly Good Shepherd) operates in Woreda 13 of Addis Ababa and runs its development programmes from a fund it obtains from abroad and from that which it obtains locally i.e. from its clinics. This explains why Good Shepherd clinics are expensive; they target high income segments of society.

Over the last two years, **HelpAge International** has been supporting projects targeting older people which was initiated by giving relief food before it changed its objective to encouraging these people to become productive. This was to ensure self sufficiency and eliminate the belief that older people are only recipients. A participatory needs assessment was conducted over a period of ten days. Older people were the major participants along side different governmental officials, etc. They expressed readiness to participate in various projects if supported and given the opportunity.

No formal research work has been conducted by HelpAge. It has however, run six workshops on the issue of supporting older people. The findings of the workshop revealed that most older people can become productive and contribute to the

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family income. It cannot however, be denied that there are also older people who need the assistance of communities and families i.e. those who are weak and bedridden. This however, is based on the experience of Helpage and not on any kind of research work.

However, it was stated that HelpAge has conducted a participatory needs assessment which can be classified as research work. If an organisation attempts to carry out research work of a scientific nature, there will be danger of missing out important points that reflect the real needs of older people. It is, therefore, important that needs assessment of any kind be regarded as sufficient research work which could give out relevant and necessary information.

HelpAge, in an effort to promote the issue of older people, builds the capacity of communities and improves the organisational efficiency of partner organisations. Its programmes also aim at bringing about attitudinal changes in communities in that they start believing that they can solve their own problem by utilising their own resources instead of seeking external help. Accordingly, HelpAge organises various training programmes aimed at decreasing dependency of older people and involving them more in development oriented project rather than relief oriented ones.

IHA/UDP took on an integrated approach as the need identified in the project area called for the implementation of such an approach. The needs of inhabitants of Tekelehaimanot area being interrelated, they could not be addressed separately. Although an integrated approach could be expensive, it leaves an NGO with no alternative if needs to be addressed cannot be handled separately. From the experience of CARE, the specialised approach although useful could be limiting in some ways as it focuses on specific projects only.

NGOs undertake credit and saving schemes as one of the viable interventions to alleviate urban poverty. Similarly, **African Village Academy (AVA)** is undertaking such a programme but would like to strengthen this by establishing a better financial system for the informal sector i.e. a specialised financial institution. However, currently no policy which can allow the establishment of such an institution has been issued.

One of the main activities **ActionAid** Ethiopia undertakes in urban development is advocacy. To advocate on certain issues ActionAid first identifies influential persons before approaching the Government. This requires a series of engagements. So far, advocacy issues the organisation has mainly been focusing on, have been socio-economic matters i.e. poverty issues and not political. It is important that organisations are careful in not establishing allies with political parties or advocate on political issues.

ActionAid, in addition, organises workshops for its partners with the aim of building their capacity through training and exposure visits.

With regard to establishing network, ActionAid Ethiopia has from its limited experience realised that this calls for a series of meetings and discussions so as to reach an agreement that the various organisations have same interests, goals and objectives to achieve. Nevertheless, this will be an area of activity that will be given due consideration in future by the organisation.

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Urban Environmental Health Problem in Addis Ababa

Assefa Hagos
National Urban Planning Institute

1. INTRODUCTION

Environmental problems of cities vary with their stages of development, structure of the economy and environmental policies. Addis Ababa, due to the low level of development, cannot be said to suffer from photochemical smog, sulphur dioxide or lead emissions or acid rain. Addis Ababa does not experience ozone depletion or green house gases. Environmental problems in Addis Ababa are rather limited to individual homes. The major environmental health problems in the city originate from inadequate and unsafe water supply, poor waste management, crowded and unhygienic living conditions and in door pollution, which are all easily preventable. These problems are, "more immediately life threatening than those associated with the affluence of rich countries such as carbon dioxide emissions, depletion of stratosphere ozone, photochemical smog, acid rain and hazardous waste" (World Bank, 1992: 2-3).

It is often the poorest who suffer the most from consequences of environmental degradation. Unlike the rich, they cannot afford to protect themselves from contaminated water. They live and work in polluted environment they are also likely to cook on open fires of wood, leaves or dung, thus, inhaling dangerous fumes (World Bank, 1992: 2). Often they have no access to sanitation facilities such as toilet.

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2. WATER AND SANITATION

It has been established (e.g. Hardoy etal, 1992; UNCHS, 1996) that the provision of adequate and safe water is one of the basic essentials of life ensuring good health. Water supply system of Addis Ababa is working beyond its designed capacity and demand continues to rise. Estimates by the Addis Ababa Water and Sewerage Authority (AAWSA) for 1996 shows that supply was less than 60% of the demand, however, surplus production is targeted to be achieved between the year 2000 and 2014[1]. Consequently, water supply is intermittent in many parts of the city and is often rationed.

Lack of readily available drinking water supply, among other things, results in diarrhoeal disease, eye infections (including trachoma) skin diseases, scabies as well as reproduction of fleas and lice, all of which are major problems in the city.

Records from Region 14 Health Bureau indicate that "infections of the skin and subcutaneous tissues" were the second and third leading causes of morbidity in the city in 1994/95 and 1995/96 respectively.

[1] Obtained from Addis Ababa Water and Sewerage Authority (AAWSA)

The 1994 census result reveals that as much as 45% of housing units get tap water from outside their compound and 3% from wells, springs and rivers. Only 4.4% have taps within their compound as compared to 50% for urban areas in developing countries (UNCHS, 1996: 264). Therefore, close to half the population may be assumed to get water by purchasing from their neighbours or water vendors at exorbitant prices, much higher than charged by AAWSA.

The implication is that the preponderant majority of low income people can pay for their water bills provided the system is installed for them. Furthermore, prices they pay to purchase water can cover installation costs.

This is one area where NGOs can participate in, installing piped water to individual low income households. The cost to be recovered can spread over some specified months. In co-operation with AAWSA, it could be paid by adding it to the monthly bills.

Other studies indicate that difficulty in access to safe water, limits full health of individuals and benefits that could be obtained from water use (UNCHS, 1996:264).

Data from Region 14 Health Bureau indicates that only 54% of the solid waste generated and that is to be disposed (estimated at 1386m^3/day) is actually collected. The remaining 46% is dumped in open sites, drainage channels, mainly in streams and rivers where they pile up until washed away by floods during the rainy seasons. Thus, they pose serious danger to health. It is generally the poorest areas that do not get garbage collection services provided by the municipality.

Uncollected wastes or waste not properly collected add greatly to water pollution when it rains. It results in a wide spread of disease vectors feeding or breeding around households. Some of the major causes of ill health and premature death include diarrhoeal diseases. Uncollected waste also clogs drainage channels causing extensive flooding. Since uncollected waste in areas where the poor reside is likely to include significant amount of faeces, children face serious risks. (UNCHS, 1996).

Due to lack of proper waste disposal facilities, some city residents burn waste, a practice linked to respiratory diseases in children and their mothers (UNCHS, 1996:270). Recycling of waste is not also practised because of low content of salvageable materials, except informally by human scavengers. Composting and bio gas harvesting are not considered economical. The private sector is not yet involved in solid waste disposal.

Liquid waste management is a poorly organised service given by the municipality. Even though Addis Ababa is a cosmopolitan city, there is almost no sewerage system. The existing system is estimated to serve a mere 600 people, in a confined corridor of the city, although it has a capacity to accommodate 200,000 people (Region 14, 1996). Only 4000 m^3/day of liquid waste collected directly goes to the only treatment plant in Kality, 18 kms to the south of the city where some form of treatment is carried out.

Unsightly overflowing of latrines, mainly during the rainy season is common, especially in the old congested parts of the city where dwelling units are

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predominantly owned by Kebeles. Provision of empty septic tanks or latrines is inadequate.

Dairy farm waste is another harmful source of waste in the city. There are sizeable dairy farms distributed all over the city. Manure and silage from these farms find their ways into streams and rivers especially during the rainy season and cause oxygen deficiency in water which is detrimental to aquatic life. The smell creates discomfort and leads to relapses of asthmatics (Yohannes, 1993).

3. INDUSTRIAL POLLUTION

Although the industrial sector in Ethiopia is not fully developed, its concentration in one locality and outdated production methods used cause environmental damage. About 69% of all industrial establishments, especially those involved in food, textile, beverage, chemicals and leather production and processing are located in or around Addis Ababa (CSA, 1995: Tables 1.22 and 1.23).

Waste water coming out of textile industries, tanneries and distilleries carry hazardous pollutant loads which are directly discharged to all purpose streams used by communities (Desta, 1990: 9).

According to Drakalus Smith (1995), industrial pollution of land, air and water in a city affect the poor more than any other section of the community since it is primarily they who work and live in a polluted environment.

4. HOUSING AND INDOOR POLLUTION

Provision of adequate housing remains one of the most intractable problems to date. This problem has been exacerbated by the confiscation of all 'extra houses' in 1975 by the Government. This policy led to a decline in the construction of new houses and deterioration of existing ones. According to the 1994 census result, 38% of the houses in Addis Ababa are still owned by Kebeles and are not maintained properly due to low rental prices which is insufficient to generate money for appropriate maintenance of the houses. In addition, occupants of the houses are not motivated to repair or renovate their houses.

Overcrowding and poor quality of most housing units have been observed according to the 1994 census statistical report. More than 82% of the houses have wood and mud walls, about 53% have mud or earth floors, about 51% do not have ceilings and 59% have either one or two rooms (31% percent have only one room). About 24% of the houses in the city do not have any toilet facilities with more than 90% lacking bathing facilities and a further 26% with no kitchen (OPHCC; 1995).

The increasing problem of overcrowding is partially reflected by the secular increase in the average household size from 3.9 in 1967 to 4.4 in 1978 and 5.2 in 1984 (Assefa, 1997).

Health problems within low income families is related to the problem of overcrowding and inadequate housing. Overcrowded living conditions increase the risk of airborne disease such as tuberculosis and increase risk of accidents (Hardoy et al. 1992:38). Region 14 Health Bureau records show that "all forms of tuberculosis" and "all other

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accidental causes" were the two top leading causes of hospitalisation at Regional Hospitals in the city in 1995/96 with TB being the leading cause of hospital deaths.

7.6% of the housing units use gas or electricity for cooking while more than 90% use biomass fuel (firewood, leaves and dung), kerosene and electricity in any combination (OPHCC, 1995: table 6.20). High level of indoor pollution arises from the use of indoor open fires or relatively inefficient stoves and "probably represents the single most serious health impact from air pollution world wide" (UNCHS, 1996: 140).

A WHO study shows that the combustion of raw biomass products produce hundreds of chemical compounds including suspended particulate matter. Some of the health risks include inflammation of respiratory tract, respiratory cancer, pulmonary diseases and impaired vision. With the problem of malnutrition, problems of retarded growth in children is likely to occur (WHO, 1992 cited in UNCHS, 1996: 140).

These clearly demonstrate that housing situation in Addis Ababa is grim. Since NGOs in other countries are involved in shelter provision, this is perhaps more urgent in Ethiopia than any other place. In light of the evidences presented, NGOs are, therefore, urged to increase their participation in shelter provision.

5. CONCLUSION AND RECOMMENDATIONS

While municipalities should strive to improve their income and service provision, addressing urban environmental problems must be given due consideration and seen from a wider perspective.

Rapid population growth in a city which results from natural population increase and migration can only exacerbate mutually reinforcing effects of poverty and environmental damage. Urban infrastructure services do not usually grow as fast as population growth in this part of the world.

Appropriate policies such as urban or demographic policies will go a long way in redirecting urban population distribution and controlling its growth. In this regard, existing policies on rural development and decentralisation are steps in the right direction and should be strengthened.

Studies indicate that the poor sector of society are by far the main victims of environmental degradation than any other sector. It is, therefore, imperative that any comprehensive poverty alleviation polices and programmes should not fail to consider environmental problems.

In order to avert continuing deterioration of Kebele houses and hence, the environment, both in Addis Ababa and other towns, the Government should take immediate action to resolve the tenure status. This is likely to motivate occupants of these houses not only to renovate the houses but also to protect the environment. NGOs should also make better contribution in provision and upgrading of shelters.

While the involvement of the private sector in the disposal of liquid waste in Addis Ababa is commendable, similar endeavours should be taken regarding solid waste disposal. The city Administration should also focus more seriously on areas where the poor mostly reside, regarding garbage collection in those areas. High class residential

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areas are able to pay for the disposal of waste they generate should this be undertaken by private agencies.

NGOs can participate in financing initial cost for low income households for connecting piped water. In co-operation with AAWSA, the cost can eventually be recovered by distributing it on the monthly bill. A revolving fund can be established for this purpose. In any case, individuals pay high prices for purchasing water.

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URBAN DEVELOPMENT STRATEGIES IN THE CONTEXT OF NGO EXPERIENCES

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1. INTRODUCTION

To get a clear picture of emerging models of NGO interventions and partnerships in urban interventions, four issues are covered:

- Trends in approaches
- Emerging partnership models
- Emerging NGO approaches
- Programming considerations for NGOs

It should be noted that these are not however, definitive trends or concrete occurrences of NGOs and other urban actors. Rather, they are the emergence of certain patterns and approaches that appear to be yielding benefits that previous approaches lacked.

2. TRENDS IN APPROACHES

The following summarises some of the major shifts that have taken place in urban and human settlement interventions since 1960. Taking the case of land for example, we see that the 1970s were characterised by struggles for land rights particularly in Latin America and Asia and by the issuance of macro policy land statements. These had very limited impacts on the urban poor. In the 1980s there was a movement towards site and service programmes and slum improvement projects which all established formally or informally greater tenure rights for the urban poor. The problem was, only limited number of poor benefited from such measures and it was common for benefits to be captured by middle-income groups and not by those that projects were originally designed for. In the 1990s a movement related to land issues to be considered by the municipal level as part of urban management processes, took place. In the Philippines and certain cities of India, for example, the municipality is obliged to provide information on land needs of the poor and how municipality plans will cater explicitly for these needs. This is being complemented by legislative measures at the national level which give municipalities greater freedom of action on land issues. This greatly encouraged the development of land markets for low-income groups.

Key Trends Emerging

- A movement from housing and discrete human development concerns to an emphasis on the convergence of different housing and social sector interventions. Instead of just hoping or assuming that different interventions are mutually beneficial, planners are

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trying to incorporate explicit linkages between different programmes which provide synergistic benefits.

- A movement from infrastructure access to incorporating the poor needs for infrastructure into the overall municipal and local government plans. In other words, there is a shift from special projects to mainstreaming needs and priorities of the poor into the normal planning processes of urban government

- A movement from low cost credit to alternative delivery systems that can reach greater numbers of poor people at more competitive rates. A good number of such systems exist and are working well in south Asia and an increasing number linked to habitat concerns have arisen in Latin America.

- A movement from both national and local level land programmes to municipal land initiatives which are viable, visible and reaching significant numbers of the poor.

- A movement from local projects to larger programmes. This is most commonly reflected in new programmes that occur across a number of low settlements or sectors of a city or urban area. Such programmes have benefits in terms of coverage, learning, lower unit costs and greater momentum.

- A movement from programmes to systems. Emphasis is placed on altering or affecting systems of planning, management and implementation of urban priorities. The goal is not undertaking new programmes but making efforts that the systems of urban management and economic and social services delivery work more effectively in the interests of the poor. In this respect, focus is made on developing more effective policies and implementation systems.

- A movement from working with local CBOs in local small projects to an emphasis on empowering them. It is common here to see the encouragement of federation and networks of CBOs in that they share similar interests.

3. EMERGING PARTNERSHIP MODELS

There are a number of emerging partnership models.

Participatory Approaches in Projects

In this arrangement NGOs help to introduce participatory approaches into projects, for example, by facilitating participatory research to encouraging CBO formation. The Kitatga project in Japan is an interesting example where NGO professionals worked with the community for five years to ensure their effective participation in wider government projects.

Facilitate Large Government Programmes

This type of partnership is where the NGO helps to facilitate large government programmes. This system has been applied in Philippines, Indonesia, Mexico, Zambia and Mozambique.

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businesses and commercial companies to play a part in development. Examples include the work of Street Kid International (Sudan) and the Republic of Little Sellers (Brazil).

Working with CBOs to help organise, federate and strength them so that they in turn can play a full part in both community development and local planning processes

Functional Specialisation is a situation where NGOs deliberately specialise in a sector or work with a specific target group and where other NGOs call on that specialised NGO for support. Across a city, when a number of NGOs specialise in a particular area, there appears to be huge benefits generated by the synergy of NGOs co-operating. SEWA, for example, is widely regarded as the specialist on women's economic situation in Ahmedabad. Other NGOs working with women on health, education or political issues will call on SEWA's expertise to expand their work and include credit, finance and employment issues. The same is the case with the Orangi Pilot Project in Pakistan which specialises in low cost high coverage lane sanitation.

Social Compacts Mediation is a new area where NGOs play the role of mediating among CBOs, private firms and local government especially around housing delivery programmes. South Africa is an example of one country playing such a role. NGOs are advisors and trainers of CBOs in their dealings of housing development projects. Where agreement has to be secured between CBOs, government and private contractors, NGOs make sure that CBOs are not bullied or intimidated by complex discussion and procedures. NGOs play a role in strengthening the CBOs while speaking with other partners on these social compacts to level the playing field.

NGOs as Allies to Municipalities

Tripartite Initiatives among local government, NGOs and communities, such as BUPP (India) and NIEP (Jamaica) entail NGOs having a role in organising a certain number of communities each or providing specific services to all communities in a city-wide initiative. It is common to have a decision-making committee represented by municipal officials NGOs and CBO.

Technical, Advisers/Providers/Monitors where NGOs provide very specific services to the municipality across a certain field. Chetna, an NGO in West India, for example, monitors all health arrangements and their delivery within the city's schools for the department of education.

Trainer and Institutional Development Supporters. A certain number of NGOs have moved to the position where they have explicit roles in developing the capacity of the municipality and local government systems. NGOs such as Planact (South Africa) and IBAM (Brazil) provide training for municipal officials in areas such as working with CBOs, rapid appraisal techniques, community development and responsibilities of local councillors. In certain cases, NGOs have developed policies and procedures for municipalities in areas of their public consultation and participatory planning processes.

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NGOs as City Level Actors

Urban Planning Processes. This is where the NGO sits on the municipality's planning committee as a voting member. The NGO is specifically requested to be involved in the urban planning process, mainly due to the credibility of its work and the depth of its knowledge about the situation of the urban poor.

Policy Advocacy. A number of NGOs that have developed good relationships with other NGOs and civil society actors, have begun to engage in policy advocacy. Apart from the credibility of the NGO and its highly skilled staff, it is the knowledge that it generates from its partners and the support it receives from other actors in civil society that enables it to propose positive policy measures that urban managers can consider. NGOs that have been particularly successful in this include National Street Children's Movement (Brazil), YUVA (India) and South African Homeless People's Federation (South Africa).

Participatory Learning. There are limited but growing number of examples where NGOs have functioned as principal facilitators or promoters of city-wide participatory research and learning exercises. Vikas in India for example, has undertaken ten city-wide participatory research exercise on subjects such as status of working women in slums, how people finance their housing, public distribution systems and the poor. The process which they have elaborated have created positive linkages with both the municipality and the academic community.

Alternative Organisational Forms especially in the case of financial intermediary organisations such as the Community Mortgage Programme or SEWA Bank where NGOs have helped to develop a system that meets the needs of the poor.

Multi-Actor Intervention Co-ordinators. This is where a group of NGOs come together to effect changes on a city-wide level. The most common forms of initiatives are research, policy advocacy or (post-awareness-raising) social mobilisation. NGOs may take a lead role but can be joined by academicians, unionists, religious groups and other actors to bring change to present situation, be it that of slum clearances or treatment of street and working children.

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All these new roles demand that NGOs develop a new professionalism in order to build new and wider relationships, heighten their credibility, institutionalise effective alternative systems and articulate and advocate for the poor more consistently and critically.

5. PROGRAMMING CONSIDERATIONS FOR URBAN NGOs

How should NGOS tackle urban poverty and how should they approach their work? To answer this question it would be useful to consider a number of questions in thinking about NGO interventions.

- Urban poverty is so wide-scaled - where do we start and what do we do?

- How do we understand the complexity of communities, poor people's lives and the city?
- The local Government is weak - how can we work with it positively, for working with the Government is necessary.
- How do we develop capacity, as an organisation, in order to do the work we want to do?
- Who are our potential allies and antagonists and in which areas are they likely to help or hinder us?

They are some of the deliberations one should be undertaking before acting or devising programmes. There are a further set of questions that urban NGOs have to answer at a very practical level in relation to poverty alleviation efforts. The three key questions in this respect are the following:

- To what degree should we be specialised?
- Which roles or programming options should we adopt?
- At which level(s) should we work?

While some NGOs answer these questions by default or as they go along over the years, it is good to consider them thoughtfully. Decisions that NGOs make in answering these questions will be influenced by and influence relationships, internal organisation and resources of NGOs.

Decisions regarding the degree of specialisation, it is not a simple choice between specialist or generalist. It is a question of degree or being on a point along a spectrum at which one end is the complete specialist and the other end is the complete generalist. The following table tries to systematise the differences between the two extreme types and hopefully help to show the nature, implications and dangers of both types.

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	Specialist Urban NGO	Generalist Urban NGO
Purpose	Improve the resilience and situation of the poor in one key area, be it their health, education or economic circumstance.	Break the cycle of poverty at different points simultaneously.
Mode	Similar project or process across many target communities or adapting the orientation of local or state government.	Number of projects in different sectors with same target group or community, addressing different needs. government,
Characteristic of NGOs	Usually smaller. Managers good at building relationships with other organisations. More technically qualified.	Structured along project lines with a few general (project) managers and numerous community worker and specialists.
Problems	Danger of poor in-depth understanding of community or local politics. Little impact. Difficult to secure funding for work.	Expensive approach. Only can reach two or three communities at a time. Often poor co-ordination, low quality and little learning.

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The other decision relates to the choice from among many different options an NGO can choose to employ in order to achieve its ends. Will it engage in service delivery, research, advocacy, capacity-building, income and employment generating activities, social mobilisation, etc.? Will it employ one option exclusively or mix a variety of options?

Yet another decision relates to whether the NGO will work at the grassroots or very local level (that is, with one or two communities or target groups), at the city or sub-city wide level, or at the national level.

Taking a look at the three decisions one sees that the possibilities are great in terms of the sector(s) of work, the approach(es) adopted and the level(s) at which the intervention is targeted. Although it is not possible to show the three-dimensional choice box that NGOs have to make, the following overhead summarise the possible combinations between programming role and level of intervention, having assumed certain choices about sector and degree of interventions.

TYPE OF ROLE	LEVEL		
	Grassroots	City wide	National
Service delivery	Local play groups	Central clinic for street children in different projects	National housing finance schemes
Training	Health training for local health volunteers	Host development planning workshops for CBO leaders	Training for NGO and Government workers on sanitation in slums
Capacity building	Organising small project committees	Federating CBOs across the city	Creating technical team or budget
Social mobilisation	Awareness raising and discussion meetings	Hosting public campaign or hearing, outside City Hall	Co-ordinating efforts with NGOs for legislative changes
Research	Base-line research on poverty in participatory groups	Linking NGOs in field research on shelter problems	Analysing education policy with NGO allies
Advocacy	Remonstrating with local officials for better services	Negotiating with MA on policy alternatives for access roads	Propose specific amendments to laws on housing standards
Networking	Map all other CBOs and NGOs in area	Form issue or sector specific working group	Regional co-ordination of national campaigns on child labour
Institutional development	Providing funding so poor can access scheme	Creating new system for waste collection	Link with line ministries for pilot shelter projects
Legal literacy	Street law projects	Running legal centres and information projects	Media camping by letters and video
Appropriate technology	Develop and test new technologies	Promote greater use of traditional materials	Spread innovations by reports and exchanges
Income/employment generation	Organise co-operatives and small businesses	Create agreement with formal financial body	Target economic policy of government

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There is a great range of interventions that NGOs can choose from. An NGO should not be content in simply trying to replicate programmes that other NGOs are undertaking. NGOs, individually, need to answer the above questions for themselves and open their minds to the great range of programme interventions that exist. Much more confidence in communicating experience and plans with donors is required. There is change among donors as they realise very little about urban programmes, thus, some are prepared to take well thought and honest risks on new approaches.

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Discussion

1. MEASURES PERTAINING TO URBAN ENVIORNMENTAL HEALTH PROBLEMS

Encouraging the private sector in waste disposal

Garbage and refuse collection is a major problem in urban areas. As the Government cannot undertake disposal of waste alone, it is necessary that such undertakings be supported by the private sector. While Government institutions can cover low income areas, the private sector can focus on high income areas as waste disposal by this sector could be costly. This indicates that such an undertaking could be profitable for the private sector. The system has been successfully applied in Cairo, Egypt. With regard to liquid waste disposal in Addis Ababa, there are private organisations involved and this needs to be further encouraged.

However, it should be noted that there could be problems of making distinctions between high and low income areas in Addis Ababa as there is really no clear division. Furthermore, it is evident that municipal workers are not motivated enough to collect garbage from low income areas as wastes from these areas cannot be recycled. Roads in these areas are also in bad condition which makes garbage collection from low income areas difficult.

The need for impact assessment

The impact of wastes generated from the industrial sector in Addis Ababa is not yet deeply felt. However, it is vital that an impact assessment be made especially as there are new industries being established. The Environmental Protection Agency should have strict control over new establishments. While the effort of the Agency in developing an environmental policy is appreciable, this in itself cannot be considered as a goal. The Agency needs to put the policy into practice. In Egypt, in protection of the environment, the Government took serious measure such as relocating industries to desert areas. Prior to any measure to be taken, it is however, advisable that impact assessment of existing situations be made i.e. what the consequences of industrial growth are.

There are 431 dairy farms in Addis Ababa from which several people benefit. The farms when first established, were on the outskirts of the town. However, as the city expanded horizontally, they were included as part of the city. Consequently, as it has been found necessary to relocate the farms, the Master Plan of Addis Ababa has proposed a gradual relocation. It is expected that Region 14 will implement this shortly.

The need for urbanisation policy

Level of urbanisation in Ethiopia is estimated at 15% which is quite low and classifies Ethiopia as one of the least developed countries that has barely begun an urban transition process. Therefore, it is necessary that the Government develops comprehensive urbanisation policies.

Moreover, it has been proposed that to minimise rural-urban migration and thereby minimise urban problems, developing rural areas is a solution. However, care should be taken in that urban areas are not neglected in the meantime. More than migration problems, housing difficulties are serious causes of the numerous urban problems. As a

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result, housing policy is an issue that needs to be given due consideration especially with regard to inner cities.

NGO intervention

Instalment of water system for the poor is one suggested area of intervention by NGOs. Even though currently the water supply system of the city is working over and above its designed capacity, the Addis Ababa Water and Sewerage Authority is undertaking a project which is expected to be completed by the year 2014. In the year 1998, another 105,000 m^3 will be added to the supply before the whole project is completed as Gibe project will be operational shortly. The project as a whole will ensure sufficient water supply for the population of Addis Ababa and with the support of the NGO sector, more people will have access to clean and safe water.

2. AN OVERVIEW OF URBAN DEVELOPMENT STRATEGIES IN THE CONTEXT OF NGO'S EXPERIENCE

A learning process

Most NGO, in Ethiopia are young as compared to other countries such as India, Peru, South Africa, etc. This gives room for most of these NGOs to learn from the experiences of other countries which have achieved commendable results in urban alleviation. The work of certain NGOs in Addis Ababa has made good achievement which was due to the fact that these NGOs were able to create forum to learn and share their experiences instead of duplicating efforts of other NGOs. NGOs should make it a point of being well aware of what is going on in project areas so as to design projects accordingly and adapt to existing situations.

The socio-political situation in Ethiopia is also unique as compared to South Africa, India, Bangladesh, etc. However, this fact should not be used as an excuse for failure of projects/programmes as each country has a unique socio-political situation. NGOs in Addis Ababa, while in the process of learning, have to be able to take risks within the existing socio-political situation.

Building partnership

In urban development endeavours, attitudinal change towards the poor has been observed, which could be due to changing global situation. For instance, in the 1960s and '70s, when efforts directed towards assisting the poor were expected to reap some benefits, this did not materialise and hence, left people desperate. There were several projects that were unable to meet their objectives with problems of maintenance, community management, etc. making achievements of goals even more difficult. As a result, most projects proved expensive.

NGOs, therefore, came to the conclusion that they cannot accomplish everything independently and governments have come to realise this fact. This has brought another realisation to the forefront, that all actors in development need to come together if commendable results are to be achieved: partnership. At present, there are NGOs that have recorded outstanding results at addressing the needs of the poor at city wide and national level through partnership approaches.

NGOs' success however, lies not only in building partnership with the different actors in development but also in building awareness of the general public of a good work

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achieved. This further promotes efforts being undertaken and those to be undertaken. This is one aspect of being transparent and developing credibility.

It cannot however, be denied that there are problems/hindrance of a different nature that NGO face. The research work of INTRAC revealed that from among several constraints NGOs in Addis Ababa face in urban development projects, the major one is community participation. Although community participation involves participation of communities at all levels, including decision making level to influence project design, this has not been so in many cases. Community participation is usually limited to providing community members with information and members contributing their labour in projects/programmes undertaken in their communities.

In South Africa, level of community participation is comparatively high due to the existing conducive situation. Currently, most political analysts are ascribing the transition of certain political issues to civic institutions and CBOs. In Ethiopia however, the *Derg* regime of the last seventeen years has left negative impacts which are being felt today even more deeply when efforts are directed towards alleviating ever-increasing urban problems. During the regime, with the pretext of voluntary participation, people have been forced to become involved in community development through numerous associations existing then. This has resulted in most community members losing trust in any development endeavour to be undertaken by any actor in development. This is one of the serious challenges NGOs today are facing in urban development: attempting to win community's confidence and trust and involving them in development activities that are to their benefit. However, as some positive signs are appearing, it is possible to overcome the problem gradually.

While NGO interventions differ from country to country, in the case of Ethiopia, NGO interventions which mostly focus on women/mother and children, have been a way of supporting the decentralisation system that is growing in the country. Although, there is, so far, no NGO policy/operational system that correctly accommodates this growing tendency, a large number of NGOs have been supporting local governments' effort by providing ideas and mechanisms for communities which encourages the growth of the trend. Local governments, while working with NGOs, can do so more with CBOs. However, this needs to be strengthened by establishing a mechanism which can ensure an on-going process.

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Group Work and Presentation

Group 1

Major NGO Intervention on Strategies

Strategies proposed to be used in urban development include:

- Integrated
- Specialised
- Capacity building
- Economic
- Advocacy
- Provision of services

} ***These could be included in the specialised or integrated strategies and considered more as objectives rather than strategies.***

A brief look into the two main strategies: integrated and specialised reveals the following:-

Strategies	Strength	Weakness
Integrated	• holistic approach • meets actual needs for the poor • if well applied, leads to strong CBOs when projects phase out • must take a family approach in cases of projects focusing on children • reduces overhead costs (with limited cost, it covers a range of needs)	• difficult to manage • expensive (due to numerous needs being addressed simultaneously) • low-quality service • less inter-NGO communication and it is less likely that efforts can be duplicated
Specialised	From the experience of CARE Ethiopia • with a few number of qualified people, can reach a large number of beneficiaries • extensive work can be carried out on a particular project • high-quality work/better results can be achieved • skills can be transferred from professionals to beneficiaries • if NGOs (those applying specialised strategy) work in partnership, high coverage level and high-quality work can be achieved	• donors prefer holistic approach and funding could be less available • projects may not be sustainable especially when projects phase out • for example, in projects targeting the child, it doesn't take into consideration the family/community aspect.

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ACTIONS TO IMPROVE SUSTAINABILITY / REPLICABILITY

1. Working in partnership with government agencies, CBOs or NGOs ensuring sustainability after projects phase out;

2. Creating awareness among community/beneficiary groups about ownership in order to develop the feeling of responsibility among community members;

3. Incorporating phase-out strategies with implementation strategies i.e. from the time the projects are commenced;

4. Keeping project/programmes low cost and manageable to beneficiaries. This makes maintenance tasks simpler for communities.

5. Utilise appropriate technology, based on local outputs.

6. Encourage self reliance and community contribution in order to ensure ownership/responsibility.

7. Sharing information on successful projects with other actors in development in order to ensure replicability. Moreover, NGOs should be transparent enough in sharing information.

8. Building local capacity through skill transfer or exchange.

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Group 2

Improving the Success of Community Management in NGO and Urban Projects

Community management is defined as participatory approach which involves activities from identification of projects to owning, operating and maintain them. Moreover, community management being community driven ensures sustainability of projects.

1. STRENGTHS AND WEAKNESSES

The following table indicates strengths and weaknesses of NGOs in relation to community management.

Strength	• through NGO intervention, difficult situations are challenged. • felt needs of communities are addressed. • various actors in development render technical support.
Weakness	• most projects are donor driven which makes them non participatory. • due to short duration of projects, communities' involvement is uncalled for. • most NGOs do not involve personnel/officials at district or sub-district level.

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2. PROPOSED STRATEGIES

1. Raise the awareness of communities, donors, government and other pertinent bodies with regard to the issue of community management.
2. Address the felt need of communities so as to encourage community participation.
3. Design process-oriented strategies such as capacity building, skills transfer, etc.
4. Projects should be result oriented.

Group 3

Enhancing and Institutionalising Co-operation and Co-ordination

1. PROBLEMS

Problems identified with regard to relationship

1. Between NGOs and government bodies are:

Problems	Proposed solution
• do not work in partnership	• encourage the establishments of forums for dialogue
• negative attitude of government towards NGOs	• encourage more information exchange and networking, use the media, focus on PR work in order to develop the general public's awareness
• inefficiency/ineffectiveness of NGOs	• encourage community participation and empowerment and develop NGO code of conduct as a guide during undertakings of projects
• bureaucracy in government organisations e.g. registration	• increase the capacity of government offices as this is one major reason for delays in processing NGO requests
• communities' preference for short-term gains as compared to long-term benefits such as awareness raising, building capacity, etc.	• give community participation more focus and build their awareness on the benefits that can be gained from long-term projects
• NGOs are excluded from policy formulation and planning process	• create forums where government offices and NGOs can plan together and consult each other during such process

This does not however, imply that there is no health relationship between NGOs and government bodies as there are certain instances where this is seen.

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2. Among NGOs are:

Problems	Proposed solution
• spatial specialisation of NGOs in which the NGO considers its projects site as its territory and thus discourage any partnership with any NGO • mistrust among NGOs • if focusing on certain areas only, NGOs develop the belief that they are the only solution to problems existing in that area. This again discourages any kind of networking among NGOs.	• develop the tradition of creating forums for continuos dialogue, networking among each other and partnership

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Closing Remarks

Fekade Tsegaye, CRDA

During the two days, the Workshop has covered several important issues and discussed a number of major concerns. In response to these, it has come up with useful recommendations.

The Workshop has managed to bring together major actors involved in urban development work targeted towards the poor. It is believed that this has helped in creating better understanding between NGOs and government organisations. Moreover, the Workshop has served as a forum for exchanging experience which will be helpful for future endeavours.

However, it should be noted that the Workshop is not an end in itself as the major task to be accomplished remains: translating recommendations passed into action . Therefore, CRDA will be seriously considering these recommendations and will be distributing the Workshop proceeding to donors, UN agencies relevant government organisations in the hope that this would bring the concern of NGOs to their attention and gain their support and collaboration.

I would like to thank all resource persons, chairpersons and raporteurs for their valuable contribution. I would also like to extend my appreciation to all participants for actively participating in the Workshop and giving your time to make it a success. Finally, I would like to thank the Urban Working Group of CRDA for assisting CRDA, in the organisation of this Workshop and making it possible.

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CHRISTIAN RELIEF AND DEVELOPMENT ASSOCIATION

WORKSHOP ON URBAN DEVELOPMENT STRATEGIES: OPTIONS TO THE URBAN POOR

AUGUST 14 - 15, 1997, Ghion Hotel
Programme

DAY 1
AUGUST 14, 1997

08:30 - 09:00	-	Registration
09:00 - 09:10	-	Welcome Address *Ato Kebede Asrat, CRDA*
Chairperson		***Ato Desta Asfaw***
09:10 - 09:50	-	Squaring the Urban Circle : NGOs in Addis Ababa. INTRAC Research Report *Mr. Leo Thomas* *INTRAC, Researcher*
09:50 - 10:30	-	**Discussion**
10:30 - 11:00	-	**Tea Break**
11:00 - 11:40	-	The Role and Mandate of Region 14 in Urban Poverty Alleviation *Ato Alemayehu Azeze* *Head, Planning, Region 14 PIO*
11:40 - 12:30	-	**Discussion**
12:30 - 02:00	-	**Lunch**
Chairperson		***Ato Fesseha Gedamu***
02:00 - 03:30	-	Experience Sharing • Integrated Approach - *Sr. Jember, IHA/UDP* • Specialized Approach - *Ato Garedew Asfaw, CARE* • Basic Services Provision - *Ato Taddesse Alemu ARK* • Economic Support - *Ato Teklu Kidane, AVA*

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- Capacity Building - *Wz. Amleset Tewodros, HelpAge*
- Advocacy and Lobbying - *Wz. Martha Gebre, ActionAid*

03:30 - 04:00 - **Tea Break**
04:00 - 05:00 - **Discussion**

DAY 2
AUGUST 15, 1997

08:30 - 09:00 - Registration

Chairperson ***Ato Amero Wondmagegnehu***

09:00 - 09:40 - Measures Pertaining to Urban Environmental Health Problems
Ato Assefa Hagos
National Urban Planning Institute

09:40 - 10:30 - **Discussion**
10:30 - 11:00 - **Tea Break**

11:00 - 11:40 - An Overview of Urban Development Strategies in the Context of NGO's Experience
Mr. Leo Thomas
INTRAC, Researcher

11:40 - 12:30 - **Discussion**
12:30 - 02:00 - **Lunch**

02:00 - 03:00 - Group Work

03:00 - 03:30 - **Tea Break**

03:30 - 04:30 - Plenary Presentation and Discussion

04:30 - 04:45 - Closing Remark

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List of Participants

NAME	ORGANISATION
Abaynesh Beru	ACORD
Abebe Lemma	WAE
Abiy Wolde Semait	Ethiopian Aid
Abiye Mekonnen	ACSO
Abraham W/Girogise	OXFAM/UK
Abrahm Messay	KCADO
Addis Alemu	GOH
Adugna Degefu	NUPI
Afework Dawit	PLAN International
Alemayehu Azeze	Region 14 PIO
Alemayehu Haddis	EAA
Alemtsehay Maru	Cheshire Foundation
Alemtsehay Yemane	SIM
Alemzewd H/Mariam	HAE
Almaz Mideksa	HAI
Almaz Mulugeta	GODANAW
Almseged T/Medhin	ECS
Alula Tessema	GRRDA
Amanuel W/A	AARDR
Amarech Ashenafi	PLAN International
Amleset Tewdros	HAI
Andualem Getenet	NUPI
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Aster Tesfaye	JRS
Aynalem Asheber	Hope Enterprise
Aymro Wondmagegnehu	Focus on Children at Risk
Azeb Mengistu	AWWA
Bedilu Teferi	Redd Barna Ethiopia
Belhu Zenebe	PIO
Berhane Legesse	PRO-PRIDE
Berhanu Debele	KHC
Berhanu G/Mariam	AWWW
Bezunesh Lemma	AWWA
Bishaw Mengistu	RLO
Daniel Belayneh	World ORT Union
Debebe Ero	Mary Joy
Demissie Gizaw	CS/USA
Desta Asfaw	CARE
Digafe Geleche	PRO PRIDE
Gobena Kebede	HNI/HAE/ICD
Ebisa Etefa	ADRA
Ermyas Haile	EPA
Eyob Dalicha	MOWUD
Fekadu Belay	Terre Des Home - Lausanne

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Fesseha Gedamu	WEAF
Gabriel Galatis	CCF/C
Garedew Asfaw	CARE
Getachew Assefa	Region 14 SAB
Getachew Farno	GOH
Getachew Geremew	CCF/C
Getahun H/Mariam	PIO
Getahun Kiflu	AARDR
Gezahegne Mitikie	FHI
Girma Bekele	LCAO
Girma Borishie	EECMY/CES
Girma Zewdie	CRDA
Gizachew Tilahun	NUPI
Hagos Ahmed	NUPI
James Abdu	SIM
Jember Tefera	IHA/UDP
Kassa Rorissa	Radda Barna
Kedir Mohammed	Region 14 FRDCB
Leo Thomas	INTRAC
Lulseged Erkihun	IFSO
Lulu Mesgun	LVIA
Margrit Triente	German Church
Martha Gebre	ActionAid Ethiopia
Melaku Bekele	ESRDF
Melaku Girma	FOCUS on Children at Risk
Mengistu Dessalgn	PRO-PRIDE
Mengistu Teferra	AGOS
Menkir Girma	GRRDA
Mulugeta Habte	BHCV & FSO
Robel Yakob	BHCV
Ruth Abraham	UNDP
Sahle Mariam Mogus	WAE
Senaiet Eyob	KHCDP
Senaiet Tekilu	SIM
Senait Zenebe	MKC/CCF-C
Shakul Belete	ERCS
Shifferaw Dessie	ADRA
Shita Bedessa	AWWA
Solomon Kebede	EPA
Taddesse Alemu	ARK Ethiopia
Tadesse Hailu	Terre Des Hommes
Tadesse Walka	AGOS
Tamru W/Agegnehu	MOWUD
Tedla Negash	CONCERN
Tejitu Beyene	FRDCB
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Teklu Kidane	AVA
Teklu Tafesse	Kindernothilfe
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Teshalech Sibhatu	CRDA
Tigist Negash	UDSS

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Tilahun G/Tsadic	Chesire Foundation
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Wondwossen Zewde	RLO
Worke Mekonnen	ACORD
Yacob Bancha	JRS/Ethiopia
Yassin Worku	NUPI
Yeneneh Worku	Yehiwot Berhan Church
Yigezu Atnafe	ACSO
Yuvonne Fleming	CONCERN
Zelalem Tefera	World Vision
Zeleka Tenu	Arat Kilo Child Care
Zerish Gerba	NCA

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