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# COLLABORATION FOR DEVELOPMENT BETWEEN NON-GOVERNMENTAL ORGANISATIONS & COMMUNITY BASED ORGANISATIONS: AN ANALYSIS OF CASE STUDIES IN ETHIOPIA

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Society For Participatory Development In Ethiopia

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## Acronyms

| | | |
|---|---|---|
| CBO | - | Community Based Organisation |
| NGO | - | Non-Governmental Organisation |
| SPADE | - | Society for Participatory Development in Ethiopia |
| PA | - | Peasant Association |
| SC | - | Service Co-operative |
| MOA | - | Ministry of Agriculture |
| MOCDSA | - | Ministry of Community Development and Social Affair |
| EPRDF | - | Ethiopian People Revolutionary Democratic Front |
| MOLSA | - | Ministry of Labour and Social Affair |
| GPSDO | - | Guraghe People Self-help Development Organisation |
| GRCO | - | Guraghe Road Construction Organisation |
| PCF | - | Pestalozzi Children's Foundation |

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## Abstract

This research report presents the findings of current NGO-CBO collaborations for development in Ethiopia. The specific objective of the study was to document experiences in, and existing strengths, weaknesses, threats and potential opportunities of such collaboration and the various forms this collaboration can take in the process.

In order to arrive at a conclusion, a combination of data collection method such as direct personal observation, group and individual discussions using oral interviews and questionnaires, literature and document review were employed.

The results of the study showed that there is a growing interest by NGOs to use CBOs like ***edir, equb, debo*** as channel of development intervention to alleviate poverty and ensure sustainable livelihood. A range of activities such as saving and credit, agricultural input supply, natural resource conservation and health care are being channelled through CBOs. The types of beneficiaries include women, men and mixed CBOs in both rural and urban settings.

Furthermore, the study demonstrated that there is a trend of success in working with CBOs because of their credibility and voluntarily organised to exert social pressure on their members. They have accountable leadership to satisfy collective needs and mobilise resources and that they are instrumental to interpret indigenous and location specific knowledge with less effort and cost.

The study has also shown that inspite of the pivotal role that CBOs can play on the development process of the country, there is little enabling political and legal environment to back up the potential contribution of CBOs. In most cases, CBOs are not perceived as legitimate social entities and sometimes perceived as a threat to the function of the formal government structure.

There is no clear legal procedure to register and support CBOs and they have little contribution to government-led development initiatives. The findings recommend that there is a need for the creation of positive policy support strategy for the smooth function of CBOs and the partnerships created with them.


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# Executive Summary

## Introduction

The present challenge facing development initiatives in Ethiopia is the search for sustainable and human centered development strategies which emphasise on active participation of the local people. One of the exercises to answer this challenge is the efforts being made by NGOs in Ethiopia. Attempts in the exercise include the increasing focus on the adoption of bottom-up initiatives through the establishment of self-reliant community based organisations (CBOs). As a result, some NGOs in Ethiopia have started working with traditional CBOs (edir, equb, debo, senbete) and created CBOs (self-help co-operatives, development committees, income generating groups). Some use these CBOs as channels to distribute agricultural inputs and to transmit messages, whereas others finance them to build their organisational capacities for managing development initiatives. Hence, the type of collaboration between NGOs and CBOs often takes different approaches and results.

**OBJECTIVES**

**General objectives**

To gain a better understanding of current NGO/CBO collaboration for development in Ethiopia.

**Specific objectives**

1. To document experiences in, and potential opportunities for, NGO-CBO collaboration for development in Ethiopia, and the various forms this collaboration can take.

2. To analyze the strengths, weaknesses, opportunities and threats of working with CBOs in development. That is to understand the positive impact or possible harm NGO intervention could have on the traditional role of CBOs, and the perception of the government towards CBOs and their enhanced roles.

3. To make recommendations for improving NGO-CBO collaboration.

**Research Methodology**

A combination of data collection methods were employed to gather necessary information.

1. The basic method of data collection used was field visit. The researcher conducted field work for a total of six weeks in the selected six project sites: Dire Dawa, Deder (Harar), Dimtu (Jima), Wolkite (Guraghe) Addis Ababa and Meket/Wollo. A series of interviews were held with CBO members, local authorities and NGO staffs in the project sites to understand their assessment on the respective collaboration.

2. An inventory of current NGO-CBO collaboration through questionnaires was conducted among 26 NGOs which are working with CBOs.

3. Project documents and other secondary sources were consulted for general information and policy related issues.

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4. Continuos consultations were made and valuable feed backs were obtained from the working groups of SPADE to further improve the data collection and data analysis.

**Definition of CBO**

Like other concepts such as "participation" and "development" the term "community" is often used rather differently. One hears that a certain university be called as "a university community", or it can get even broader if necessary as saying "African community". As a result, the question of what constitutes a community has been an interesting issue in Ethiopia. For example, there is no agreement among development practitioners whether the PA is the basic community of social identification where individuals identify themselves. For this purpose the writer finds the following definition of a "community" more appropriate to the context. According to Davis case, (1995: 31) a community can be defined as "a group of people who live in the same area, and often share common goals, common social rules and/or family ties... a people who identify themselves as different community from others."

Just as that of community, the term "organisation" is also used in different ways. As defined by Fowler, A. (1992: 14) "an organisation is a purposeful, structured, role-bound social unit ... a collection of individuals who fulfill roles in order to realize common goals". An organisation may be formal or informal. The former denotes situations where rules and tasks are officially and strictly observed. The later represents situations where beliefs and behaviours are not authoritative (Tirfe 1995: 10). In this paper the focus is in informal organisations although CBOs can also be formal and be created to take on modern development roles.

For the purposes of this research a working definition was given by the SPADE group. Accordingly a CBO is defined as follows:

a) An organisation which is formed by the initiative of its members, rather than being imposed by outside force.

b) An informal organisation which serves the social, economic or development needs of its members, but which is not necessarily registered with the government authorities.

This could, therefore, include traditional CBOs like local savings associations, burial societies, water user groups, land management committees, etc., but would exclude registered indigenous NGOs and government-initiated structures like PAs and SCs.

**Basic characteristics of CBOs**

Mutual benefit, democratic structure, willful initiation, accountable leadership and self-reliance are basic traits of CBOs. CBOs are created by household members to form groupon the basis of age, gender, territory, kinship and other variables. CBOs are voluntarily initiated for a specific period directed towards specific activities or for unlimited period depending on the task members wish to accomplish.

**Roles of CBOs in Ethiopia**

Historically, the existence of CBOs for mutual help has been a long standing reality in Ethiopia. In particular in many parts of rural Ethiopia CBOs like ***debo, senbete, mahaber, tertim*** have been well rooted in farmers' social and economic lives. Likewise, CBOs have become popular in urban areas particularly after the Italian invasion of 1935 because of the loss of life and to substitute rural social institutions which were disintegrated in urban areas. Ethiopians usually work in groups in times of peak labour season, form an association to bury their dead and help relatives of the deceased, establish saving and credit

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association to cope up with poverty and gather together to observe their saints or pray together. The most common types of CBOs in Ethiopia with deep rooted history are edir (a funeral association), equb (rotating saving and credit association), debo (labour sharing arrangement), maheber, senbete and tertim (religious associations

**Motivations for NGOs to collaborate with CBOs**

The motivations of NGOs to collaborate with CBOs emanates from the pivotal roles that CBOs can play to sustainable development. The very essence of sustainable development requires the involvement of different stockholders: the poor and the rich, men and women, strong and weak under some form of organisation. Development efforts on communally owned resources, either open access or protected areas, can effectively be managed using CBOs as agents of change.

Among the 26 sampled NGOs, 15 of them are working with already existing traditional CBOs, like edir, equb, senbete, maheber and debo. Of these traditional CBOs, edir is widely used by 9 NGOs as vector of development. Eleven NGOs have partnered with newly and voluntarily organised beneficiaries such as water use committees, self-help groups, income generating groups, elders committee, health and development committees.

Similar reasons were given by NGOs for their partnership with CBOs. The reasons include that most NGOs believe that working with CBOs ensures sustainability of programmes, develops sense of ownership by the community, smoothens handing over of project outputs, develops self-reliant communities and facilitates participation and empowerment. Additional reasons mentioned by NGOs include that CBOs are found to be appropriate social organisations to target the poor, to identify and address realistic community felt needs, to enhance self-management processes, to utilize local resources and indigenous knowledge and to mobilize human and material resources because of their respect and influence among the communities. Some mentioned that the fact that traditional CBOs in Ethiopia have survived series of instabilities in the past by external factors is a sufficient indicator for their acceptance by the communities. Being democratically self-organised groups, CBOs are believed to be effective entry points for sustaining development efforts.

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According to the reply, a range of new activities are being channeled and managed by CBOs in collaboration with NGOs. The activities in which CBOs are involved include saving and credit scheme, spring protection and water - sanitation schemes, forestry, water and soil conservation schemes, agricultural input supply and health care programmes.

Of all the activities CBOs are handling, saving and credit scheme is the most frequent activities (13 projects), followed by spring protection and water - sanitation schemes (10 projects). The third major activity where CBOs are engaged is in the area of natural resource conservation efforts (6 projects) which include joint forest management and soil and water conservation schemes. CBOs are also involved in the area of health care (6 projects) particularly with the prevention of transmitting diseases, health education and MCH programmes.

**Policy, legal and institutional framework governing CBOs in Ethiopia**

A cross-examination of the major laws issued in the country since the mid-1950s', which either directly or indirectly have impact on the freedom of association and formation of CBOs include; the 1960 Civil Code, the 1966 Associations Registration Regulations, the 1993 Definition of Powers and Duties of the Central and Regional Executive Organs of Government , Urban Land Lease Holding Proclamation No. 80/1993 , the 1994 Constitution , the Monetary and Banking Proclamation No. 23/94 , Banking Business Proclamation No. 84/94 ,the proclamation No. 85/1994 on the Re-establishment of Agricultural Co-operative Societies and the 1996 Proclamation to Provide for Licensing and Supervision of Small Scale and Micro-Financing

Institutions.

All these legal frameworks are related to the freedom of association ,registration and legal support of citizens in Ethiopia. However, due to the diverse characteristics and roles of CBOs ,the different laws/ proclamations have different impact on their registration and operation. For the purpose of this paper , we concentrate on the legal frameworks and practices of the registration and institutional support/linkage of associations.

According to article 31 of the 1993 constitution of the Federal Republic of Ethiopia , any person has the right to freedom of association for any cause or purpose as long as the activities of the association do not violate the rule of law and the constitution.

However, the Constitution does not specify about registration except subjecting the exercise of the freedom of association to the 'rule of law'. This leads to the examination of the relevant subsidiary laws. Accordingly, CBOs as distinct entity have never been recognized in the Ethiopian legal system. The only closer statement, however, which tries to indirectly acknowledge is the 1960 civil code 1 of Ethiopia which allows the formation of an association by a minimum of two persons. There seems an agreement among lawyers that this provision could be applicable for registration of CBOs so long as CBOs have legally acceptable purposes except that of the securing or sharing of profits. According to the definition a minimum of two persons are required to form an association. The definition reads "an association is a grouping formed between two or more persons with a view to obtaining a result other than the securing or sharing of profits."

The Civil Code and the Associations Registration Regulations contain provision on registration and mention the following as purposes of registration.

a) to ensure that the objectives and activities of associations are lawful and moral (Art 462 of the Civil Code and Art.8(1) (b)of the Regulation)
b) to verify whether the statements and information contained in the registration application and by-laws of an association are accurate and reliable (Art.7(1)of the Regulation)
c) to verify compliance with mandatorily prescribed legal provisions ( Art. 475 of the Civil Code and Art. 7(2) of the Regulation).

Based on the above regulatory framework ,the CBOs which are the subject of this study, have the right to form an association and get legal acknowledgement. In practice, the legally authorized body to register CBOs is the Office of Associations, under the Ministry of Justice. However, most of the CBOs face three practical problems to be registered.

1. The Office of Associations, except for the Federal Government , is not organised and active at the regional level. Therefore, there are confusions as to who is responsible for registration of CBOs since the types of regional state structure and the division of power do not provide clear jurisdiction over CBOs. The MOA (in rural areas) and the MOLSA (in urban areas), however , are the Ministries which commonly responsible for registering, co-ordinating and supervising CBOs that exist in their respective regions and areas of responsibility.
2. Although the Office of Associations must issue a Certificate of Registration before the lapse of the 60 days period, in practice " obtaining any decision from the Office of Associations is too difficult and highly bureaucratic

1 Chapter 2, title III of Book I, Section 1-Arts. 408-467

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"(Shewnagizaw, p.27 , 1996).

3. Registration with the Ministry of Justice by itself does not motivate economic CBOs unless they get special legal privileges or all-rounded organisational support that enhance the fulfillment of their objectives. This is particularly true with CBOs engaged in enterprise promotion, informal trade, micro-finance, agricultural production and so on.

In order to meet the conditions stated under (3) above, CBOs need to be backed up with additional laws and guidelines by line departments.

The subsequent directives and guidelines which have been issued by the Government and Line Ministries are relevant to CBOs. In this respect, "PRIVATE CHARTERED BODIES" like Ethiopian Red Cross Society , and Menelik II Memorial Fund have existed by a special legislation that approved the Charter of the associations as a self-regulatory bodies, which are not subject to the regulatory authority of the office of associations. This option, if applicable to CBOs, will increase the relative autonomy of CBOs and eases the bureaucratic process.

The various policies of EPRDF provide policy framework within which grassroots-level development is promoted and civil society empowerment is exercised. Accordingly, the proclamation No. 85/1994 on the reestablishment of agricultural co-operative societies allows the formation of a primary society voluntarily by a minimum of ten members who are living in a given territorial unit in rural areas (section 2, art. 5). This proclamation clearly stated that co-operative societies should play their roles in a free market system by getting rid off the governmental intervention in their internal affairs. Moreover, a society may engage in either one type of activity or in activities with multipurpose and may have a character of either service rendering or producing (2: 6). The current restructuring, which is meant to turn the service co-operatives into commercially viable units, charges a membership fee the amount of which varies from region to region. However, this new proclamation on SCs may allow scope for the creation of smaller co-operatives at below-PA level, providing a legal umbrella for newly and pre-existing organisations. This may be important for the legal identity and partnership of CBOs that have formed in rural areas. There are some NGOs which are negotiating with the BOA for the legal identity and partnership of CBOs.

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In general, of all the proclamations, the 1994 proclamation to re-establish SCs may allow scope for the function of CBOs below PA level. This may be important for legal identity of rural CBOs and for NGOs working with CBOs to negotiate with the government on such issue.

The Monetary and Banking Proclamation No.23/94 and Banking Business Proclamation NO.84/94 and the Proclamation to provide for licensing and supervision of small scale and micro-financing institutions in 1996 are also relevant laws that encourage income generating projects and grant of credit for urban and rural small and micro-operators . These laws, particularly the later, will create conducive environment for the unregistered CBOs engaged in economic or credit activities . However, there are critics from micro-finance operators that unless CBOs engaged in micro-finance sector are given the right to operate with a certain discretion (like the privilege to set interest rates of their own) the recent proclamation is incomparable.

Based on the operational modality and characteristics of CBOs , we feel that CBOs shall have not only access to the registration/legal personalities but also a commitment of institutional supports. we can learn from the above legal explanations that the general laws of the country at least state the rights for organisation of people :CBOs . Therefore, any form of voluntary movement to establish with CBOs is not illegal. But due to the diversity of the CBOs themselves and partly due to the lack of clear division of power between the regional and the federal government, and confusion of roles and responsibilities among line

department and government authorities, CBOs have lacked the necessary institutional support. Therefore, SPADE and its stakeholder are advised to exploit the legal opportunities that exist for the operation of CBOs and play strong lobbying role for the formulation of a national/ regional strategy/guideline for three dimensional: CBOs/NGOs/GOs collaboration . The guideline shall define the roles and responsibilities of the office of registration in relation to the forms of institutional linkages that should be created between the different line ministries and CBOs.

**Case Study**

**Summary Of NGOs- CBO Collaboration Of 6 Cases**

| No. | NGOs | Project sites | CBOs | Types of Beneficiaries | Types of Collaboration | No. of CBOs Supported |
|---|---|---|---|---|---|---|
| 1. | **ACORD** | Dire Dawa | ***Edir*** | Urban Women | Credit Scheme | 25 Women<br>16 Men<br>17 mixed<br>Tot.58 ***Edirs*** |
| 2. | **OXFAM** | Deder | ***Edir/Afosha*** | Rural Women | Credit Scheme | 4 Women's ***Edirs*** |
| 3. | **SOS-Sahel** | Mekete | ***Edir/Kire*** | Rural Men & Women | Agricultural input supply & capacity building | 114 mixed men/women ***Edirs*** |
| 4. | **PCF** | Dimtu | Labour Groups | Rural Men & Women | Agricultural input supply | 14 coffee groups (***Dado***) |
| 5. | **OXFAM** | Addis Ababa | Created Production team | Poor Urban girls | Soap Processing | 1 Group |
| 6. | **GPSDO** | Gurage | Sebat Bet Gurage People | Rural &Urban under 7 development committees | Road transport | 7 Development committees |

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## Conclusions and recommendations

## Conclusions

In the fore-going sections attempts are made to clearly point out the significance of CBOs in local development initiatives in Ethiopia. By so doing, the study has addressed the following main issues.

The experience of 26 NGOs confirmed that CBOs can serve as development intermediaries between NGOs or GOs and the community at large. The NGOs whose work is described in this study have carried a range of activities with CBOs to address poverty. These include : saving and credit scheme, spring protection and sanitation schemes ,natural resource conservation and health care services, particularly with the prevention of transmitting diseases, health education and MCH programmes.

Despite the different approaches and local contexts within which they work, all the studied NGOs have been committed to support the development of CBOs as an alternative management structure to sustain genuine community participation for dealing with the problems of poverty. The case studies revealed examples of noble initiatives, which have achieved some degree of success in motivating self-help development. These CBOs include both men and women living in rural and urban inhabitants under different socio-cultural conditions. In this respect, there are trends which prove that NGO-CBO collaboration serves to demonstrate the significance of community level approaches, and emphasizes the capacity of CBOs to mobilize resources and repay loans even in the context of difficult circumstances.

For instance, CBOs' capacity and involvement in development projects have been demonstrated in the case of the town's water supply in Dessie , in the case of the micro-level food security assessment in Meket (Yeshiwas, 1995) and in the case of the informal credit delivery in Dire Dawa and Deder.

The collaborations also show that CBOs undergo change of functions and structure as they work with NGOs . Particularly when welfare oriented CBOs are used as instrument for delivery of credits, they tolerated the adoption of such economic activities. In most of such accounts, the new functions of CBOs have ended up with the change of structures. Some CBOs preferred the creation of enclaves of smaller CBOs within themselves to cater the newly growing needs of interested members ,under different rules, regulations and procedures with the specific mandate of managing resources allocated to them. Leadership wise, this has also followed by creation of new leaderships or provision of multiple roles to the already existing structures . However, the CBOs have not completely changed their traditional roles.

Up to now there are no serious legal threats that have been exercised by government authorities to control the collaboration efforts of NGOs and CBOs. Rather in places where the respective NGOs created smooth or informal relationships with government departments, NGOs have gained positive cooperation to promote their collaboration with CBOs. The case of the MOA in Deder has showed a smooth cooperation in supporting the initiatives of working with Afosha CBOs. Similar

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opportunities also exist in the case of ACORD, where the bank shows cooperation to open bank accounts for CBOs. These opportunities need to be further strengthened.

There are high rates of participation within CBOs since the members know each other very well . This could help to have better targeting and assessment of resources and maintaining of effective controlling mechanisms.

Some of the CBOs used the advantages of the collaboration and scaled up their membership criteria. In this case, the poorest of the poor who have not joined CBOs, will be marginalised from enjoying the supports geared to CBOs.

**Recommendations**

**National level policy support**

- Since there is confusion in the registration and support of CBOs, the government has to come up with a clear policy support strategy for both registration and support of CBOs. SPADE needs to lobby for the re-examination of restrictive legislations and proclamations and the creation of positive policy support strategy for partnerships with CBOs.

**Local level policy support**

- Some local authorities perceive the strengthening of CBOs as a threat to the formal government structure and a competition for power. In the process CBOs fill as they have little contribution over government led-initiatives. These misunderstandings need to improved and local government structures have to recognize and support those CBOs which are working along side. SPADE is advised to encourage its members to conduct a joint plan, workshop and feed back mechanisms further with the local authorities when they creat partnership with CBOs.

**NGOs**

- NGOs should encourage CBOs to collaborate with government structures. Working with local authorities makes CBOs more secured and sustainable. Therefore, NGOs should allow and encourage themselves and CBOs to interact and work with government agencies to facilitate handing over, obtain necessary support and exchange of information .
- In the area of disbursing credit schemes to CBOs, some NGOs lack flexibility in credit terms and conditions. Although credit should not be considered as free grant, 100 per cent repayment rate also doesn't necessary mean that CBOs are successful in credit management. NGOs should take into account that poor repayment performance may be attributed to limited business skill and/or mis-allocation of the loan.
- NGOs should keep up on appreciating and supporting the traditional roles of CBOs whenever they created new forms of partnerships with them .
- SPADE and its members are advised to keep a record of their experiences in working with CBOs by creating efficient and standardized information system. This will help them to design advocacy strategy, to share recent experiences among themselves and monitor the historical development of CBOs at large.

**CBOs**

- The initiatives which have been attempted by the collaborating NGOs such as ACORD to create an umbrella organization for vertical and horizontal linkages of CBOs activities is an important issue to be supported. It facilitates a forum for CBOs to learn among each other and be vocal in protecting their rights.

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# Chapter 1 Introduction To The Study

## 1.1. Background

The present challenge facing development initiatives in Ethiopia is the search for sustainable and human centered development strategies which emphasise on active participation of the local people. One of the exercises to answer this challenge is the efforts being made by NGOs in Ethiopia. Attempts in the exercise include the increasing focus on the adoption of bottom-up initiatives through the establishment of self-reliant community based organisations (CBOs). As a result, some NGOs in Ethiopia have started working with traditional CBOs (***edir, equb, debo, senbete***) and created CBOs (self-help co-operatives, development committees, income generating groups). Some use these CBOs as channels to distribute agricultural inputs and to transmit messages, whereas others finance them to build their organisational capacities for managing development initiatives. Hence, the type of collaboration between NGOs and CBOs often takes different approaches and results.

As an attempt to document such collaborations SOS- Sahel and SNV have conducted some research based on their experience of working with CBOs. This study was done by an independent consultant, David Pratten of the University of Birmingham in the UK. This study revealed that NGO-CBO collaboration contributes to the development process in Ethiopia. While presenting the findings to different organisations in a workshop prepared by SOS-Sahel in July 1995, it was revealed that many other NGOs also have started different forms of collaborations with CBOs. This has brought the organisations together to work jointly on this issue and share their experiences in a more wider scale.

Consequently, a small working group of SPADE[2] consisting OXFAM-UK, SOS-Sahel, SNV, ACORD, PCF, GPSDO and Lem Ethiopia was established. SPADE is a forum created by international and national NGOs in November 1994 to facilitate discussion on participatory development in Ethiopia. On its general assembly meeting held on March 1996, the small working group team took the responsibility of leading a research on NGOs-CBOs collaboration in Ethiopia. The working group is of the opinion that the research findings could enrich the understanding of the benefits and constraints of such collaboration and might contribute to participatory development initiatives in Ethiopia.

OXFAM-UK has taken the responsibility to commission the study and other expenses for disseminating the research report and preparing the workshop to discuss on the results.

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[2] SPADE (Society for participatory development in Ethiopia) is a society of around 50 NGOs and CBOs whose main aim is to create a forum for exchange of experiences and lessons learned in participatory development.

## 1.2 Objectives

### General Objectives

To gain a better understanding of current NGO/CBO collaboration for development in Ethiopia.

### Specific Objectives

1. To document experiences in, and potential opportunities for, NGO-CBO collaboration for development in Ethiopia, and the various forms this collaboration can take.

2. To analyse the strengths, weaknesses, opportunities and threats of working with CBOs in development. That is to understand the positive impact or possible harm NGO intervention could have on the traditional role of CBOs, and the perception of the government towards CBOs and their enhanced roles.

3. To make recommendations for improving NGO-CBO collaboration.

## 1.3 Research Methodology

A combination of data collection methods were employed to gather necessary information.

1. The basic method of data collection used was field visit. The researcher conducted field work for a total of six weeks in the selected six project sites: Dire Dawa, Deder (Harar), Dimtu (Jima), Wolkite (Guraghe), Addis Ababa and Meket/Wollo. A series of interviews were held with CBO members, local authorities and NGO staffs in the project sites to understand their assessment on the respective collaboration.

2. An inventory of current NGO-CBO collaboration through questionnaires was conducted among 26 NGOs which are working with CBOs.

3. Project documents and other secondary sources were consulted for general information and policy related issues.

4. Continuous consultations were made and valuable feed backs were obtained from the working groups of SPADE to further improve the data collection and data analysis.

This report is divided into five sections. The first section is the introduction that includes the research background, objectives of the study and methodology employed. The second section contains a context analysis on definition of concepts, reasons for collaboration and roles of CBOs in Ethiopia. The results of the NGO-CBO inventory and the policy analysis are also included in this section. The third section deals with the comparative analysis of the six case studies. The forth section is devoted to the conclusions and recommendations. The six detailed case studies, the full results of the NGO-CBO inventory and the bibliography are placed as annexes.

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# Chapter II

## General Context Analysis

### 2.1 Definition and Characteristics of CBOs

#### 2.1.1 Definition of CBO

Community based organisation is a concept with two components: community and organisation. These concepts are widely used but often in different ways. Therefore, it is important to highlight both concepts before giving an operational definition of CBO as used in the context of this paper.

Like other concepts such as "participation" and "development" the term "community" is often used rather differently. One hears that a certain university be called as "a university community", or it can get even broader if necessary as saying "African community". As a result, the question of what constitutes a community has been an interesting issue in Ethiopia. For example, there is no agreement among development practitioners whether the PA is the basic community of social identification where individuals identify themselves. For this purpose the writer finds the following definition of a "community" more appropriate to the context. According to Davis Case, (1995: 31) a community can be defined as "a group of people who live in the same area, and often share common goals, common social rules and/or family ties... A people who identify themselves as different community from others."

Just as that of community, the term "organisation" is also used in different ways. As defined by Fowler, A. (1992: 14) "an organisation is a purposeful, structured, role-bound social unit ... a collection of individuals who fulfil roles in order to realise common goals". An organisation may be formal or informal. The former denotes situations where rules and tasks are officially and strictly observed. The later represents situations where beliefs and behaviours are not authoritative (Tirfe 1995: 10). In this paper the focus is in informal organisations although CBOs can also be formal and be created to take on modern development roles.

For the purposes of this research a working definition was given by the SPADE group. Accordingly a CBO is defined as follows:

a) An organisation which is formed by the initiative of its members, rather than being imposed by outside force.

b) An informal organisation which serves the social, economic or development needs of its members, but which is not necessariiy registered with the government authorities.

This could, therefore, include traditional CBOs like local savings associations, burial societies, water user groups, land management committees, etc., but would exclude registered indigenous NGOs and government-initiated structures like PAs and SCs.

In general, a community based organisation is an informal and self-identified set of persons with some common goal. It is often an inclusive type of grouping that is

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controlled by members, within a village, for their own benefit to fulfil traditional functions. CBOs can also be organised by external agencies but keeping their accountability to their constituencies.

### 2.1.2 Basic Characteristics of CBOs

Verhagen (1987) cited in Arrosil et.al (1995 : 45) describes the distinctive feature of CBOs. He stated that the substantial contributions made willingly from individuals' or group's own resources in terms of labour, capital, land and/or skills is the typical feature of CBOs. He goes on to say that a CBO is a membership organisation which aims at the satisfaction of individuals or collective needs and that its risks, costs and benefits are shared among its members on an equitable basis. Its leadership is liable to be called to account by members for their deeds.

Mutual benefit, democratic structure, wilful initiation, accountable leadership and self-reliance are basic traits of CBOs. CBOs are created by household members to form groups because of age, gender, territory, kinship and other variables. CBOs are voluntarily initiated for a specific period directed towards specific activities or for unlimited period depending on the task members wish to accomplish.

## 2.2 Roles of CBOs in Ethiopia

Historically, the existence of CBOs for mutual help has been a long standing reality in Ethiopia. In particular in many parts of rural Ethiopia CBOs like ***debo, senbete, mahaber, tertim*** have been well rooted in farmers' social and economic lives. Likewise, CBOs have become popular in urban areas particularly after the Italian invasion of 1935 because of the loss of life and to substitute rural social institutions which disintegrated in urban areas. Ethiopians usually work in groups in times of peak labour season, form an association to bury their dead and help relatives of the deceased, establish saving and credit association to cope up with poverty and gather together for religious purposes. The most common types of CBOs in Ethiopia with deep rooted history are ***edir*** (a funeral association), ***equb*** (rotating saving and credit association), debo (labour sharing arrangement), ***maheber, senbete*** and ***tertim*** (religious associations). The role of these CBOs can be summarised as follows according to their specific functions.

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2.2.1 **CBOs as symbol of social cohesion.** Beyond their specific objectives all of the above mentioned CBOs are forums of interpersonal relations, mutual assistance, and collective action. In particular, the religious associations like ***maheber, senbete*** and ***tertim*** (the former two refers to the christians and the later one refers to muslim congregations) are purely social groupings without immediate economic returns. Members share the contributions for these religious gatherings in turns either by drawing lots or by volunteering to host at certain date. These religious associations also help the members to develop friendship and mutual support system that can be used in times of need.

2.2.2 **CBOs as mutual insurance association and center of traditional saving & credit scheme**. Under these activities ***edirs*** and ***equbs*** play the role of informal financial organisations. Of all the CBOs in Ethiopia ***edir*** is the most common and permanent mutual help association. Although intergeably called ***as Kire, Afosha, Wijjo*** and other, its function is more or less similar in urban and rural areas. ***Edirs*** resemble one another with regard to the resources they mobilise from members and the kind of support they provide in return. In most cases it is neither religious nor political. It provides mutual

help on culturally important events such as funerals and weddings. ***Edir*** is more inclusive than any other type of CBO with regular contributions financial or in kind. Members are often obliged to attend funerals. In many communities virtually every household belongs to at least one ***edir***. To avoid it often involves ex-communication from communal life.

***Equb*** is a traditional saving and credit association which is more popular in urban areas. In ***equbs*** members pool their small savings (weekly or monthly) and receive the collected money on a lottery basis. Like ***edir,*** membership in ***equb*** plays significant role as an adaptive strategy to alleviate poverty at household level.

***Equb*** may also be organised not only for saving cash but also for accumulating and selling butter and for spinning cotton inturns. ***Woujo*** or ***shufo*** are ***equbs*** among women for exchanging a specific amount of milk and other kinds of dairy products for a specified number of days. This enables a woman to obtain adequate butter for consumption and /or for sale. The same procedure works also for spinning cotton. Group of women pool their spun cotton and allocate to members in turn to get a piece of cloth for own use or for sale.

2.2.3 **CBOs as forum for voluntary based collective labour and inter-household labour cooperation**. The ***debo*** or otherwise called ***wobera, Jige*** and ***dado*** is a traditional temporary labour sharing arrangement prevalent during peak agricultural seasons. ***Debo*** uses as a coping mechanism when the demand for labour is high. The labour exchange arrangement is based on mutual trust & consensus among members as opposed to any formal contractual agreement. ***Debo*** can be organised for harvesting or building houses or for any other matter upon the request of a household requiring extra labour who in return prepares food and drink for the participants.

## 2.3 Motivations For NGOs To Collaborate With CBOs

It comes to the attention of many NGOs that the creation of strong CBOs are increasingly viewed as a key factor in sustainable development and community empowerment. Group action has become more useful to alleviate poverty and targeting the poor. The consolidation of CBOs is increasingly recognised as one of the key factors for turning limited resources into successful development efforts.

By virtue of the scale of implementation they achieve, NGOs are said to be more appropriate than government organisations to implement genuine people's participation and are considered to initiate new and experimental approaches for sustainable development. Hence, quite a number of NGOs in Ethiopia are now collaborating with CBOs as channel of development efforts.
According to Uphoff (1992: 3) CBOs are important for sustainable development for a number of reasons:

1. People's behaviour is conditioned by community norms and consensus so preserving or instituting practices requires more than just individual incentives and persuations. The collective will of the community can fairly be interpreted into practice if CBOs are involved.

2. CBOs encourage people to take a longer-term view by creating common expectations and a basis for cooperation that goes beyond individual interests. To the extent CBOs are regarded as legitimate, people comply without (or with fewer) inducements and sanctions.

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3. CBOs help to monitor and process the decisions of the majority without grossly violating minority rights. However, in the absence of CBOs all conflicts must be dealt with at higher level which yields slower and often less appropriate outcomes.

4. CBOs are more important for mobilising resources and regulating their use with a long term base for productive activity and sustainable development.

5. Available resources can be put to their most efficient and sustainable use with location specific knowledge, which is best generated and interpreted locally. So CBOs are appropriate to generate and interpret indigenous and location specific knowledge.

6. Efforts can be quickly and less costly performed where CBOs are involved.

In general, the motivations of NGOs to collaborate with CBOs emanates from the pivotal roles that CBOs can play to sustainable development. The very essence of sustainable development requires the involvement of different stakeholders: the poor and the rich, men and women, strong and weak under some form of organisation. Development efforts on communally owned resources, either open access or protected areas, can effectively be managed using CBOs as agents of change.

## 2.4 NGO - CBO Collaboration in Ethiopia

One of the objectives of this study was the identification of the existing NGO-CBO collaborations by conducting an inventory among selected international and local NGOs working in the different parts of the country. Hence, sixty local and international NGOs were selected taking into account factors like scale of operation, geographic representation and background of NGOs. Then questionnaires were distributed to get some kind of information about their area of involvement, operational sites, types of CBOs supported, their motivation to work with CBOs and the activities CBOs are currently doing with the support of NGOs. However, out of the 60 NGOs selected and which received the questionnaires, only 29 have replied to the questions. Of the 29 NGOs, 26 NGOs (20 international and 6 local) are currently collaborating with CBOs. The rest 3 NGOs have responded to the question but do not work with CBOs (detailed information is attached in the annex).

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### 2.4.1 Sector Of Involvement And Operational Areas

In terms of the sectors where CBOs are involved, all the 26 NGOs have responded that they are involving CBOs in some kind of development and rehabilitation works in seven administrative regions of the country. According to the reply 12 development programmes with CBOs are conducted in region 4 (Oromiya), 10 development programmes in region 3 (Amhara), 8 development programmes in Southern region, 5 development programmes in region 14 (Addis Ababa), 2 development programmes in region 1 (Tigray), one development programme in region 5(Ethiopian Somali) and one development programme in region 2 (Afar).

### 2.4.2 Types of CBOs Supported And Reasons For Collaboration

Among the 26 NGOs, 15 of them are working with already existing traditional CBOs, like ***edir, equb, senbete, maheber*** and ***debo***. Of these traditional CBOs, ***edir*** is widely used by 9 NGOs as vector of development. Eleven NGOs have partnered with newly and voluntarily organised beneficiaries such as water use committees, self-help groups, income generating groups, elders committee, health and development committees.

Similar reasons were given by NGOs for their partnership with CBOs. The reasons include that most NGOs believe that working with CBOs ensures sustainability of programmes, develops sense of ownership by the community, smoothens handing over of project outputs, develops self-reliant communities and facilitates participation and empowerment. Additional reasons mentioned by NGOs include that CBOs are found to be appropriate social organisations to target the poor, to identify and address realistic community felt needs, to enhance self-management processes, to utilise local resources and indigenous knowledge and to mobilise human and material resources because of their respect and influence among the communities. Some mentioned that the fact that traditional CBOs in Ethiopia have survived series of instabilities in the past by external factors is a sufficient indicator for their acceptance by the communities. Being democratically self-organised groups, CBOs are believed to be effective entry points for sustaining development efforts.

### 2.4.3 Activities CBOs Are Working With NGOs

According to the reply a range of new activities are being channelled and managed by CBOs in collaboration with NGOs. The activities in which CBOs are involved include saving and credit scheme, spring protection and water - sanitation schemes, forestry, water and soil conservation schemes, agricultural input supply and health care programmes.

Of all the activities CBOs are handling, saving and credit scheme is the most frequent activity (13 projects), followed by spring protection and water - sanitation schemes (10 projects). The third major activity where CBOs are engaged is in the area of natural resource conservation efforts (6 projects) which include joint forest management and soil and water conservation schemes. CBOs are also involved in the area of health care (6 projects) particularly with the prevention of transmitting diseases, health education and MCH programmes.

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## 2.5 CBOs in the Political -Administrative System of Ethiopia

Of all the CBOs ***edir*** is the most common mutual help association in Ethiopia although its origin has not been confirmed. However, most scholars agreed that it is an urban phenomenon and attribute its emergency to the Italian invasion of 1936 which cause social and economic dislocation in urban centers (Alemayehu, 1969; Pankhurst, 1958, Mekuria, 1973). Alemayehu (1969: 9) has written about the non-existence of a community association similar to the present edir before the Italian invasion. Mekuria (1973:6) contends that the Italian occupation was one of the major factors in the origin of ***edir.***

According to Pankhurst (1958: 356) it is believed that ***edir*** and equb might have been first practiced by the urban Guraghe. On the other hand, oral sources in North Wollo (Meket) mentioned that ***edirs*** (Kires) in the area (including rural areas) have been existing since the 1916 war between the Shoa and Wollo regional chiefs. Elders in Meket explained that Kires were organised to bury war victims and entertain mourners.
In the political history of Ethiopia it is the ***edir*** which is largely given attention either positively or negatively by the governments. The following sections discus about the status of CBOs, in particular ***edir***, in the three political administrations of Ethiopia.

### 2.5.1 CBOs During the Imperial Political System (1930 - 74)

Of all the proceeding and succeeding governments, the period of emperor HSI gave official and practical state support to CBOs.

In the 1960s the idea of infusing the concepts of community development programme into ***edirs'*** function has taken shape among the government agencies. The then Ministry of Community Development and Social Affairs (MOCDSA) attempted to introduce and carry out development programmes using ***edir*** as an instrument of change. Hence, in 1964 sixteen ***edirs*** were organised in Addis Ababa as urban community development centers to channel development activities such as adult literacy, vocational training, women's educational programme, youth and recreational activities, kindergarten and similar social services. The government was responsible for this initiative (Kebebew, 1978).

Interestingly, the injection of the concept of community development into ***edirs*** has resulted into some physical projects but without compromising the specific objectives for which individual ***edirs*** are established. In this process, the municipality of Addis Ababa and MOCDSA have drafted the constitutions and directives for ***edirs***, and organised a seminar on the role of ***edirs***. The 1972 seminar was the first of its kind and almost all ***edirs***' representatives in Addis Ababa were invited (Kebebew, 1978). However, all these efforts could not continue due to the 1974 change of government.

### 2.5.2 CBOs During the Socialist Political System (1974 - 1991)

The years under the Derg have shown the resilience of CBOs despite government's policy to undermine them.

After deposing the Emperor in 1974, the Derg introduced a new form of organisation such as urban dewellers association, peasant associations, producers and service co-operatives, youth and women's associations. None of these associations, however, tried to establish organisational relationships with traditional CBOs and wanted to work with them. On the contrary, the government's effort was to replace traditional organisations with "modern" ones. In rural areas the compulsory programmes such as villagization and resettlement schemes negatively affected

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local CBOs because of enormous displacements. Such displacements have disturbed the foundation of traditional groupings based on neighbourhood or kinship. In the urban areas instead of supporting them, ***edirs*** were forced to contribute to the government's national defence scheme both in cash and in kind.

Following the 1975 land proclamation of March 1975, traditional institutions including those in pastoral societies were also superseded by a new structure in accordance with the Rural Land proclamation No. 31/1975 article 26. Since then, the only legal institution to represent the community has been the PA. However, as PA leaders act as medium between the state and the peasants, their relationship with their constituency has not always been popular. PA officials tend to maintain their authority on orders from above.

Service co-operatives have been another created institutions established after 1975 to act as marketing agent. Until they were weakened and became disfunctional since 1991, SCs were useful for supplying goods. However, SC leaders were accused of looting and poor management which discourages the rural communities from reorganising them.

In general, the official view of the Derg towards CBOs such as ***edir*** was that CBOs may reinforce traditional and unwanted ethnic differences. Further their existence was perceived negatively as a relic of the past and as obstacles to the process of nation building. That was why in their place government imposed organisations and co-operatives were instituted to facilitate "modernisation" and nation building whereas urban ***edirs*** were suffering from forced contribution of their assets (tents) and savings by some local administration.

### 2.5.3 CBOs Under EPRDF/FDRE (after 1991)

When the EPRDF assumed power all PAs were turned to be state imposed peace and stability committees. Their leaders were often hand picked by the government. Traditional CBOs are again undermined neglecting their instrumental role in the maintenance of order and security during the power vacuum in the transition period between the Derg and EPRDF.

Currently, PAs and SCs are the only rural institutions that have been reactivated to administer development efforts by the government without substantial changes in their organisation and decision making structure. As mentioned in Bruce and etal (1993: 6) "The urge to politicise PAs appears to be strong at the moment, and while this may in the short run benefit local political parties, its long-term consequences will be self-defeating". It is this which made PAs and SCs thoroughly unpopular as they are essentially political administrations instead of being true representatives of the communities.

At present only PAs are seen as the final arbiters of law inforcement, peace keeping and conflict resolution. CBOs like ***edir*** and ***equb*** have developed links with the PAs being subordinated to them. For external relations that ***edirs*** and ***equbs*** need to creat with funding agencies, PAs act as mediators. In case of default among members of ***equb*** PAs act as final arbiters.

### 2.5.4 Policy, Legal, and Institutional Framework Governing CBOs in Ethiopia

A cross-examination of the major laws issued in the country since the mid-1950s', which either directly or indirectly have impact on the freedom of association and formation of CBOs include; the 1960 Civil Code, the 1966 Associations Registration Regulations, the 1993 Definition of Powers and Duties of the Central and Regional Executive Organs of Government , Urban Land Lease Holding Proclamation No. 80/1993, the 1994 Constitution , the Monetary and Banking Proclamation No. 23/94 , Banking Business Proclamation No. 84/94 ,the proclamation No.

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85/1994 on the Re-establishment of Agricultural Co-operative Societies and the 1996 Proclamation to Provide for Licensing and Supervision of Small Scale and Micro-Financing Institutions.

All these legal frameworks are related to the freedom of association ,registration and legal support of citizens in Ethiopia. However, due to the diverse characteristics and roles of CBOs ,the different laws/ proclamations have different impact on their registration and operation. For the purpose of this paper , we concentrate on the legal frameworks and practices of the registration and institutional support/linkage of associations.

According to article 31 of the 1993 constitution of the Federal Republic of Ethiopia , any person has the right to freedom of association for any cause or purpose as long as the activities of the association do not violate the rule of law and the constitution.

However, the constitution does not specify about registration except subjecting the exercise of the freedom of association to the 'rule of law'. This leads to the examination of the relevant subsidiary laws. Accordingly, CBOs as distinct entity have never been recognised in the Ethiopian legal system. The only closer statement, however, which tries to indirectly acknowledge is the 1960 civil code [3] of Ethiopia which allows the formation of an association by a minimum of two persons. There seems an agreement among lawyers that this provision could be applicable for registration of CBOs so long as CBOs have legally acceptable purposes except that of the securing or sharing of profits. According, to the definition a minimum of two persons are required to form an association. The definition reads "an association is a grouping formed between two or more persons with a view to obtaining a result other than the securing or sharing of profits."

The Civil Code and the Associations Registration Regulations contain provision on registration and mention the following as purposes of registration.

a) to ensure that the objectives and activities of associations are lawful and moral (Art 462 of the Civil Code and Art.8(1) (b)of the Regulation)
b) to verify whether the statements and information contained in the registration application and by-laws of an association are accurate and reliable (Art.7(1)of the Regulation)
c) to verify compliance with mandatorily prescribed legal provisions ( Art. 475 of the Civil Code and Art. 7(2) of the Regulation).

Based on the above regulatory framework ,the CBOs which are the subject of this study, have the right to form an association and get legal acknowledgement. In practice, the legally authorised body to register CBOs is the Office of Associations, under the Ministry of Justice. However, most of the CBOs face three practical problems to be registered.

1. The Office of Associations, except for the Federal Government , is not organised and active at the regional level. Therefore, there are confusions as to who is responsible for registration of CBOs since the types of regional state structure and the division of power do not provide clear jurisdiction over CBOs. The MOA (in rural areas) and the MOLSA (in urban areas), however , are the Ministries which are commonly responsible for registering, co-ordinating and supervising CBOs that exist in their respective regions and areas of responsibility.

2. Although the Office of Associations must issue a Certificate of Registration before the

[3] Chapter 2, Title III of Book I, Section 1-Arts. P. 408-467



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lapse of the 60 days period, in practice " obtaining any decision from the Office of Associations is too difficult and highly bureaucratic" (Shewnagizaw ,p.27 , 1996).

3. Registration with the Ministry of Justice by itself does not motivate economic CBOs unless they get special legal privileges or all-rounded organisational support that enhance the fulfilment of their objectives. This is particularly true with CBOs engaged in enterprise promotion, informal trade, micro-finance, agricultural production and so on.

In order to meet the conditions stated under (3) above, CBOs need to be backed up with additional laws and guidelines by line departments.

The subsequent directives and guidelines which have been issued by the Government and Line Ministries are relevant to CBOs. In this respect, "PRIVATE CHARTERED BODIES" like Ethiopian Red Cross Society , and Menelik II Memorial Fund have existed by a special legislation that approved the Charter of the associations as a self-regulatory bodies, which are not subject to the regulatory authority of the office of associations. This option, if applicable to CBOs, will increase the relative autonomy of CBOs and eases the bureaucratic process.

The various policies of EPRDF provide policy framework within which grassroots-level development is promoted and civil society empowerment is exercised. Accordingly, the proclamation No. 85/1994 on the re establishment of agricultural co-operative societies allows the formation of a primary society voluntarily by a minimum of ten members who are living in a given territorial unit in rural areas (section 2, art. 5). This proclamation clearly stated that co-operative societies should play their roles in a free market system by getting rid off the governmental intervention in their internal affairs. Moreover, a society may engage in either one type of activity or in multi-purpose activities and may have a character of either service rendering or producing (2: 6). The current restructuring, which is meant to turn the service co-operatives into commercially viable units, charges a membership fee the amount of which varies from region to region. However, this new proclamation on SCs may allow the scope for the creation of smaller co-operatives which are below-PA level, provide a legal umbrella for newly and pre-existing organisations. This may be important for the legal identity and partnership of CBOs that have formed in rural areas. There are some NGOs which are negotiating with the BOA for the legal identity and partnership of CBOs.

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In general, of all the proclamations, the 1994 proclamation to re-establish SCs may allow scope for the function of CBOs below PA level. This may be important for legal identity of rural CBOs and for NGOs working with CBOs to negotiate with the government on such issue.

The Monetary and Banking Proclamation No.23/94 and Banking Business Proclamation NO.84/94 and the Proclamation to provide for licensing and supervision of small scale and micro-financing institutions in 1996 are also relevant laws that encourage income generating projects and grant of credit for urban and rural small and micro-operators . These laws, particularly the later, will create conducive environment for the unregistered CBOs engaged in economic or credit activities . However, there are critics from micro-finance operators that unless CBOs engaged in micro-finance sector are given the right to operate with a certain discretion (like the privilege to set interest rates of their own) the recent proclamation is incompatible.

Based on the operational modality and characteristics of CBOs , it is felt that CBOs shall have not only access to the registration/legal personalities but also a commitment of institutional supports. It is possible to learn from the above legal explanations that the general laws of the country at least state the rights for organisation of people in CBOs . Therefore, any form of voluntary movement to establish with CBOs is not illegal. But due to the diversity of the CBOs themselves and partly due to the lack of clear division of power between the regional and the federal government, and confusion of roles and responsibilities among line department and government authorities, CBOs have lacked the necessary institutional support. Therefore, SPADE and its stakeholder are advised to exploit the legal opportunities that exist for the operation of CBOs and play strong lobbying role for the formulation of a national/ regional strategy/guideline for three dimensional: CBOs/NGOs/GOs collaboration . The guideline shall define the roles and responsibilities of the office of registration in relation to the forms of institutional linkages that should be created between the different line ministries and CBOs.

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# CHAPTER III

## COMPARATIVE ANALYSIS OF THE CASE STUDIES

This section deals with the comparative analysis of six case studies which are selected by SPADE working group as basic materials for illustrating current NGO/CBO collaboration efforts.

The case studies were drawn from the list that consists of nine different projects on the basis of their geographical coverage, function, urban/rural setting and membership composition i.e representation of cross section of the different social groups. GPSDO is selected, in addition to the other criteria, due to its long years of experience and history as a CBO in organising and implementing rural road infrastructure and due to its unique and gradual change of status from CBO to NGO.

Accordingly, the selected project sites were; Dire Dawa (ACORD), Addis Ababa (OXFAM), Harerghe (OXFAM), Guraghe (GPSDO), Jimma (PCF) and Wollo (SOS-Sahel). In order to collect the necessary information, an average of seven days were spent in each of the respective field sites.

The data collection method was largely based on interviewing the different actors using checklist of questions. Members and leaders of CBOs, PA leaders, Woreda administration officials, members in Urban Dwellers Associations, officials working with relevant line agencies and NGO field staff in the respective project sites were interviewed to assess their views on the problems and prospects of the collaboration. However, in some cases (in Wollo and Guraghe) concerned authorities who were approached for interview were not co-operative. This has made the required data incomplete, particularly in relation to the issue of obtaining the perception of government authorities towards NGO/CBO collaboration. Project documents were also reviewed to enrich the first hand information obtained from the field work.

In this section, the summary of the main findings of the six case studies is presented while the details are attached in the annex.

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### 3.1 Motivation For Collaboration

In almost all cases the reasons for collaborating with CBOs falls on setting up of sustainable development projects that should be initiated , implemented and managed by the target communities. All of the studied NGOs seek to see a viable alternative community management structure that could take up the initiative of their development efforts. All are convinced that the PA structure in rural areas and the urban dwellers association in towns are created structures which have been acting on behalf of governments than on behalf of the communities they represent.

The specific reasons, however, may slightly vary. In the case of ACORD the basic reason for creating partnership with CBOs is the fact that they found the CBOs to be self -initiated groups for mutual support, with strong cohesion and commitment . In particular, the existence of women's CBOs in the town was a great inspiration for ACORD since its programme focuses largely on supporting poor urban women. The reasons for OXFAM's collaboration with women's CBOs in Deder is also the same except that in this case the target are poor rural women. The search for these CBOs also emanates from the fact that the participation of women in the leadership of urban dwellers association or in the PA is poor.

SOS-Sahel and PCF have similar motives for the establishment of interventions through traditional rural CBOs. Both found rural CBOs appropriate channels for internal communication and resource mobilisation among targeted communities.

### 3.2 Types Of Collaboration

The types of collaboration among the studied NGOs and CBOs can be multifold. Some NGOs are working through CBOs, others are working for CBOs and the rest for both reasons. In the former case, CBOs are perceived and used as instruments of linking the project with the larger target communities, as channels for project intervention or forum for transmitting messages and distributing resources. In the latter mode of cooperation, NGOs are playing supportive role of creating enabling environment for CBOs to assert self-reliance and to be empowered. Here, the end result is building the organisational capacity of CBOs.

OXFAM Deder and ACORD's collaboration with CBOs appears to be a working for type of collaboration. The focus is more of strengthening the organisational capacity of CBOs through the provision of financial and training supports. Both collaborations are largely intertwined with disbursement of financial grant for credit scheme on a cost sharing basis with CBOs.

In the cases of SOS-Sahel and PCF the approach is more of working through CBOs. The interest is more of testing and evaluating rural CBOs as an alternative channel for agricultural input distribution and selection of needy households. SOS-Sahel links up itself with the ***Kire*** for seed distribution and PCF with traditional labour groups for agricultural inputs distribution. In particular, in case of SOS-Sahel the concept of the ***Kire*** is more useful than the actual organisation per ce. The strategy is to make use of the ***Kire*** as initial entry point and then to allow members to form their own interest groups under the ***Kire***.

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## 3.3 Results Of The Collaboration

An assessment of the results of the collaboration in almost all cases is difficult to be tangibly presented at this early stages of their collaborations. However, certain encouraging results are recorded in the majority of the cases.

In the case of ACORD, majority of the supported CBOs are able to properly manage the revolving credit scheme due to their strong internal by-laws, improved recording system, clear management structure and increased participation of members. Access of credit to the poor women is ensured and they could now generate household income from petty trading. The same is also true for OXFAM Deder programme where the collaboration helps poor women to expand their trading and make some profit to supplement household income. In both cases CBOs have increased asset and managerial experience.

SOS-Sahel's seed distribution programme through the ***Kires*** has also showed encouraging results in the area of credit repayment rate against the background of the poor history of credit repayment in the area. None of the credits extended through formal structures were repaid. This has now given lesson for concerned authorities about the possible role of CBOs in the future development of the people. In case of PCF, CBOs are also responding very encouragingly to the initiative of the project and participation in the activities with their material and labour resources.

## 3.4 Analysis Of The Strengths, Weaknesses, Opportunities And Threats Of The Collaboration

Different actors in the respective project sites were interviewed to understand their views on the collaborations and experiences. The case-studies of the respective collaborative organisations have also focused on SWOT analysis.

In this section, the major findings of the analysis are high-lighted.

**STRENGTH**

- It is encouraging to observe from the case-studies that CBOs' have been serving as intermediaries to implement a range of activities that include relief, rehabilitation and development interventions , under both urban and rural settings .

- The NGOs, under the study, have observed a trend of success in working with the CBOs since they act as reliable social entities by motivating and exerting social pressure on their members to utilise the resources accessed to them for their intended aims.

- The CBOs have mobilised human, financial or material resources to enhance development efforts. For instance, in case of PCF, CBOs are well sensitised to assume their roles in the activities of the project and to share the necessary cost of the project. GPSDO has also attained remarkable achievements including mobilising human and material resources to alleviate transport problem in the area of its constituency.

- In working with the sample case-studies, NGOs staff have developed skills and good understanding of the nature and problems of CBOs. In their respective project areas they gained trust and build confidence to create a partnership atmosphere, which is an important point of departure in participatory development.

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- In most of the cases, CBO members are enthusiastic to take up new ideas and carry out activities that help them to achieve their objectives. They participated in the different training programmes organised by the collaborating NGOs, they improved their by-laws and recording systems. They started to think organisationally and improved their vision to work beyond their immediate objectives.

- In the areas where CBOs are working closely with the NGOs, the CBOs have demonstrated their credibility . Even if the local government departments have done little to back up such efforts, they witnessed the organisational strength of CBOs, which could have been used as an example for other purposes by themselves .

**WEAKNESS**

- Most of the collaborations that existed between CBO and NGOs seem to have developed either spontaneously or as an alternatives to the created structure, with inadequate research and little strategic thinking on their future. This has made the types and scopes of most of the relationships of the NGOs a one time trial or a very specific one .

- Most of the NGOs have also lacked systematic follow-up mechanisms in assessing the impacts of their partnerships. Those who maintained some procedure for follow-up also maintain a mechanism which is more technical and specific to the activities set rather than considering their holistic contribution to development process.

- Most of the CBO leaderships, in the case of economic CBOs, have limited experiences in basic accounting and book keeping. When their assets are increased through the collaborations they face difficulty to cope up with the corresponding need for recording formal transactions.

- The leadership of some CBOs resist changes to assume new responsibilities .

- The injection of external inputs(financial, technical, material)causes sometimes a shift of responsibilities or a re organization of the leadership.

- It seems that the poorest of the poor who cannot organize themselves and who cannot afford to pay contributions to ***edir*** membership are not included in most of the CBOs. Accessing resources to these CBOs would, therefore, mean marginalising the poorest of the poor from not having access to the benefits of CBO-centered project interventions.

- Since CBOs represent a limited number of memberships , the scale and impact of their intervention is found inadequate in terms of alleviating the scale of poverty that their communities are immersed in.

**OPPORTUNITIES**

- Inter-NGOs and inter- CBOs learning experiences are being developed . Emphasis on inter-CBO relationships is found useful for experience sharing, and for boosting lobbying capacity and protection of CBOs rights. In this respect, the formation of an umbrella association which will act on behalf of the CBOs is found as a good opportunity to increase the profile and vocality of CBOs by ACORD and its counterparts.

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- Local government departments have shown interest to consider CBOs at least as alternatives. The most interesting appreciation comes from the PA officials in Wollo where SOS-Sahel is operational. They understand the processes of strengthening ***Kires*** not as replacement of the PA structure but as complimentary to their responsibility- to ensure a long lasting solution to the repayment of agricultural credit. Similar testimonials have also been forwarded by head of the women affairs bureau in Deder who appreciated the replication processes. She mentioned that non-supported women CBOs, including potters, are now reactivated to organize themselves and raised matching fund to replicate the experience of their predecessors. An official from the Urban Dwellers Association in Dire Dawa has admired the joint work among CBOs, ACORD and the kebele and witnessed that some CBO members in his kebele have shown improvements in their livelihood because of the CBO support programme.

- Women have obtained improved support from the collaboration experiences since they gained increased access to credit and training through their CBOs. This will be a good opportunity for the women members to come together to share their problems and search for solutions in a larger scale of a development process.

**THREATS**

- Members of some of the sampled CBOs resented that the traditional duties of ***edir*** could have been jeopardized due to the pressure of their emerging roles on tightening their memberships requirement, on drawing up of their financial deposit for matching grant of development initiatives and on the time they spend for series of meetings.

- In three of the case-studies, lack of linkages or lack of co-operation between government departments and kebele authorities were manifested as threats to pursue their activities or to take up the NGOs cooperation forward.

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# Chapter 4 Conclusions And Recommendations

## 4.1 Conclusions

In the fore-going sections attempts are made to clearly point out the significance of CBOs in local development initiatives in Ethiopia. By so doing, the study has addressed the following main issues.

The experience of 26 NGOs confirmed that CBOs can serve as development intermediaries between NGOs or GOs and the community at large. The NGOs whose work is described in this study have carried a range of activities with CBOs to address poverty. These include : saving and credit scheme, spring protection and sanitation schemes, natural resource conservation and health care services, particularly with the prevention of transmitting diseases, health education and MCH programmes.

Despite the different approaches and local contexts within which they work, all the studied NGOs have been committed to support the development of CBOs as an alternative management structure to sustain genuine community participation for dealing with the problems of poverty. The case studies revealed examples of noble initiatives, which have achieved some degree of success in motivating self-help development. These CBOs include both men and women living in rural and urban inhabitants under different socio-cultural conditions. In this respect, there are trends which prove that NGO-CBO collaboration serves to demonstrate the significance of community level approaches, and emphasizes the capacity of CBOs to mobilize resources and repay loans even in the context of difficult circumstances.

For instance, CBOs' capacity and involvement in development projects have been demonstrated in the case of the town's water supply in Dessie , in the case of the micro-level food security assessment in Meket ( Yeshiwas ,1995) and in the case of the informal credit delivery in Dire Dawa and Deder.

The collaborations also show that CBOs undergo change of functions and structure as they work with NGOs. Particularly when welfare oriented CBOs are used as instrument for delivery of credits, they tolerated the adoption of such economic activities. In most of such accounts, the new functions of CBOs have ended up with the change of structures. Some CBOs preferred the creation of enclaves of smaller CBOs within themselves to cater the newly growing needs of interested members, under different rules, regulations and procedures with the specific mandate of managing resources allocated to them. Leadership wise, this has also followed by creation of new leaderships or provision of multiple roles to the already existing structures . However, the CBOs have not completely changed their traditional roles.

Up to now there are no serious legal threats that have been exercised by government authorities to control the collaboration efforts of NGOs and CBOs. Rather in places where the respective NGOs created smooth or informal relationships with government departments, NGOs have gained positive cooperation to promote their collaboration with CBOs. The case of the MOA in Deder has showed a smooth cooperation in supporting the initiatives of working with Afosha CBOs. Similar opportunities also exist in the case of ACORD, where the bank shows cooperation to open bank accounts for CBOs. These opportunities need to be further strengthened.

There are high rates of participation within CBOs since the members know each other very well . This could help to have better targeting and assessment of resources and maintaining of effective controlling mechanisms.

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Some of the CBOs used the advantages of the collaboration and scaled up their membership criteria. In this case, the poorest of the poor who have not joined CBOs, will be marginalised from enjoying the supports geared to CBOs.

## 4.2 Recommendations

**National level policy support**

- Since there is confusion in the registration and support of CBOs, the government has to come up with a clear policy support strategy for both registration and support of CBOs. SPADE needs to lobby for the re-examination of restrictive legislations and proclamations and the creation of positive policy support strategy for partnerships with CBOs.

**Local level policy support**

- Some local authorities perceive the strengthening of CBOs as a threat to the formal government structure and a competition for power. In the process CBOs fill as they have little contribution over government led-initiatives. These misunderstandings need to be improved and local government structures have to recognize and support those CBOs which are working along side. SPADE is advised to encourage its members to conduct a joint plan, workshop and feed back mechanisms further with the local authorities when they creat partnership with CBOs.

**NGOs**

- NGOs should encourage CBOs to collaborate with government structures. Working with local authorities makes CBOs more secured and sustainable. Therefore, NGOs should allow and encourage themselves and CBOs to interact and work with government agencies to facilitate handing over, obtain necessary support and exchange of information .
- In the area of disbursing credit schemes to CBOs, some NGOs lack flexibility in credit terms and conditions. Although credit should not be considered as free grant, 100 per cent repayment rate also doesn't necessary mean that CBOs are successful in credit management. NGOs should take into account that poor repayment performance may be attributed to limited business skill and/or mis-allocation of the loan.
- NGOs should keep up on appreciating and supporting the traditional roles of CBOs whenever they created new forms of partnerships with them .
- SPADE and its members are advised to keep a record of their experiences in working with CBOs by creating efficient and standardized information system. This will help them to design advocacy strategy, to share recent experiences among themselves and monitor the historical development of CBOs at large.

**CBOs**

- The initiatives which have been attempted by the collaborating NGOs such as ACORD to create an umbrella organization for vertical and horizontal linkages of CBOs activities is an important issue to be supported . It facilitates a forum for CBOs to learn among each other and be vocal in protecting their rights.

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# DETAILED CASE STUDIES AND DIRECTORY OF THE NGO-CBO COLLABORATIONS IN ETHIOPIA

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## Appendix :1 Case 1 ACORD In Dire Dawa

# 1 Introduction

ACORD Dire Dawa community based urban programme is one of the six case studies executed on request of SPADE with a general objective of gaining a better understanding of current NGO/CBO collaboration for development in Ethiopia. The case studies, together with some policy review and analysis of some existing documentation on NGO/CBO collaboration, will provide basic material for recommendation for improving NGO/CBO in Ethiopia and for appropriate mechanisms for ongoing experience sharing among concerned NGOs and CBOs.

## 1.1 Specific Objectives Of The Study

* to document experiences in present NGO/CBO collaboration between CBOs and ACORD in Dire Dawa town.
* to analyse strengths, weaknesses, opportunities and threats of the collaboration, as perceived by various actors (members of the CBO, other community members, government representatives and NGO staff).

## 1.2 Methodology

### 1.2.1 Scope And Coverage

The paper aims at discussing about the overall collaboration between ACORD and targeted CBOs in general and complimented by an in depth case study of one CBO in particular.

### 1.2.2. Data Collection Methods

The research method employed to collect data was interviewing the target CBO members and the leadership individually and in group using checklist of questions developed for this purpose. Questions were aimed at collecting data on back ground of the members, rights and duties of the members, on the objectives, activities, problems, and opportunities of the organisation. Archives of the ***edir*** were used as sources of secondary data. Direct observation was also used by visiting the projects site and by attending group discussions.

Interviews were also held with the project personnel aimed at gathering information about the objectives, plans, activities, linkages, problems and opportunities of the programme. All the necessary documents of the programme were consulted for additional information.

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## 2. Background Of ACORD Dire Dawa Community Based Urban Programme

ACORD has launched its urban programme in Dire Dawa in 1994. Before the beginning of the implementation phase in 1995, ACORD has spent more than one year to prepare the necessary preconditions. The pre-implementation activities include: feasibility study, urban poverty survey, and the preparation of project proposal. It identifies and determines the objectives of the programme, target kebeles, approach of the programme, area of involvement, criteria used to select CBOs and number of CBOs sponsored every year.

### 2.1. Objectives Of The Programme

The overall objective of ACORD's intervention in Dire Dawa is to support people's own poverty alleviation and development strategies through :-

1. supporting the coping mechanisms of the urban poor and helping them to identify income generation schemes,
2. participating in schemes designed to alleviate social problems and to improve the services available to the poor,
3. strengthening the capacity of local organisations to support their community and make best use of available resources,
4. assisting women's development initiatives and partners' perception of gender issues, and
5. enhancing the formation and role of CBOs and facilitating the establishment of an umbrella organisation which would play a co-ordination role.

### 2.2 General Approach Of The Programme

The programme employed community participation approach by working with CBOs. This approach, which was believed to be effective, has been indispensable for a programme designed to tackle the problems of the community.

The programme preferred working with CBOs in order to create favourable conditions for the participation of the community in all the stages of the programme. The specific reasons for ACORD preference to work with CBOs are: first, they are self initiated and aimed at mutual support. Secondly, they have strong cohesion and commitment especially among the poor. Thirdly, they are ideal for intervention and sustainability.

### 2.3 Project Location And Areas Covered

Guided by the result of the CBO census and poverty survey of the 23 kebeles in the town, the programme identified that some kebeles are more inhabited by the poorest and vulnerable people such as female headed households and elders than other kebeles. Hence, ten poorest kebeles were selected as initial target areas and the CBOs in the kebeles which constitute 50 % of the total CBOs in the town are made to be partners of the intervention processes.

ACORD is now beginning it's third year programme and has accomplished some activities during the past two years. The following are major activities of the program.

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## 2.4 Major Activities Of The Programme

A. CBO development grant:- is the major component designed to support income generation capacities of CBOs and their members. It mainly constitutes financial assistance through matching grant, i.e. CBOs are expected to contribute matching fund the amount of which depends on the size of grant requested. The maximum grant approved to CBOs in 1995 was 4000, in 1996 in the range of 7000 and 15000 birr.

In 1995 the programme disbursed a grant of 108, 300 birr for 29 CBOs. Of which 80 percent (86,800) was a revolving fund for 24 CBOs, 9 percent (9, 500) social fund for 3 CBOs and 11 percent (12,000) for IGA schemes for 2 CBOs.

In 1996 the programme has disbursed 517,800 birr grant for 58 CBOs of which 49 CBOs received a revolving fund of 502,700 birr (24 women, 10 men and 15 mixed CBOs). Three CBOs obtained 32,000 birr for IGA (2 men and 1 mixed group). Six CBOs received a social fund of 37,100 birr (refer table 1 & 2).

B. Joint project:- these are activities mainly infrastructural which are identified by community needs and undertaken jointly by beneficiaries, government organisations and ACORD and finally handed over to the communities. ACORD's joint projects which include school and road upgrading, water supply, environmental sanitation and mass education, bridge construction have been completed with partnership of ACORD, communities and line institutions like Ministry of Health, Water Supply Authority, the municipality and kebele offices.

C. Training:- to enable CBOs to improve their managerial and technical skills and to help them to analyse their problems themselves and thus develop methods of solving them. In 1995, 174 members of CBOs participated in different trainings offered in the year. The training given includes gender issues, family planing, book keeping, organisational management and leadership and micro-business management. Most often the area of training is decided by considering the needs of the CBOs and trainees are selected by the CBOs (refer table 3& 4).

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**Table 4. Gender Workshop Conducted And Number Of Participants (1996)**

| Participant | Women | Men | Total |
|---|---|---|---|
| Local institutes (Government & NGOs) | 21 | 19 | 40 |
| Kebele Administration | 8 | 23 | 31 |
| CBO Representatives | 7 | 8 | 15 |
| Key Person | 4 | 10 | 14 |
| Gender Focus Meetings for Kebele Community | 67 | 84 | 151 |

**Table 5. Trainings Organised in 1996**

| Type of Trainings | No. of Trainings | Participants | | Total |
|---|---|---|---|---|
| | | Women | Men | |
| Saving & credit workshop | 4 | 64 | 60 | 124 |
| Organisational Management & Bookkeeping | 2 | 17 | 21 | 38 |
| Enterprunership development | 1 | 15 | 14 | 29 |
| * Family Planning education | 2 | 31 | 8 | 39 |
| * Environmental sanitation & health | 1 | 25 | 42 | 67 |
| * Awareness raising on HIV/AIDS | 1 | 26 | 65 | 91 |
| Saving & Interest concepts | 2 | 36 | 34 | 70 |
| Exchange visits | 7 | 174 | 67 | 241 |
| Total | 14 | 388 | 311 | 699 |

D. Establishing linkages among CBOs, GOs, and NGOs to ensure co-ordinated efforts and to enable CBOs be linked up with formal organisations for getting the necessary services.

E. Research:- is another area of engagement to identify problems of CBOs and suggest recommendations to build their capacities. Specific research areas regarding CBOs include market surveys, micro-enterprise study, traditional IGAs .

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## 3. Overall Collaboration With CBOs

### 3.1 Existing CBOs in the project area

According to the 1994 CBO census report compiled by ACORD, 334 CBOs with a total membership size of 21,036 were identified in Dire Dawa. The figure constituted about 80% of the total number of households in the town.

**Table 6. CBOs By Purpose Of Organisation**

| Purpose | Number of Members |
|---|---|
| Social | 263 |
| Income generation | 11 |
| Credit and saving | 22 |
| Professional | 38 |
| Total | 334 |

**Table 7. CBOs by gender composition**

| Gender | Number of CBOs |
|---|---|
| Women | 156 |
| Men | 78 |
| Mixed | 100 |
| Total | 334 |

**Table 8. CBOs by membership size**

| Number of members | Number of CBOs |
|---|---|
| >100 | 50 |
| 51-100 | 52 |
| 21-50 | 137 |
| 5-20 | 82 |
| no data | 13 |
| Total | 334 |

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Almost all women's ***edirs*** are performing social activities whereas men's ***edirs*** include social, economic and professional activities. Regarding their period of establishment, 250 CBOs were between the age of 1 to 10 years and 78 CBOs were above 10 years old. Although unevenly distributed, the social type of CBOs are located in each kebele and virtually every household is a member. The highest number of social CBOs (39) was recorded in Addis Alem kebele and the lowest (4) was in Greek Camp kebele. As mentioned in the report those kebeles with higher member of CBOs are where people have settled for long. As the census data indicates 81% of the CBOs responded that their major problem was lack of financial resource and were in need of grant and/or credit support.

### 3.2 Background To Partner CBOs

Initially, the number of CBOs that were to be supported was 206. ACORD has now targeted 166 CBOs in the 10 selected kebeles. The criteria set to select working CBOs are:

A. Membership size:- For economic CBOs such as ***equbs,*** those with membership size of 10 and above are eligible to get support whereas for social CBOs, those CBOs with 15 or above member can obtain support. This differential treatment is to encourage CBOs to focus on income generation schemes.

B. Length of establishment:- at least six months before requesting for registration.

C. CBOs are required to be a-political, non-religious and non-ethnically affiliated that may hinder the implementation of the programme.

The proposed number of supported CBOs in the 10 selected kebeles for 1995, 1996, 1997, and 1998 fiscal years are 40, 52, 57, 57 respectively. The proposed strategy is that the same CBO can only be supported for maximum of two years. Most of the CBOs chosen for partnership are women and social CBOs which are primarily organised to address mutual social needs such as funerals and weddings. The members are from the same neighbourhoods who are tied through friendship and kinship and agreed to raise weekly contributions ranging from 0.25 to 1.00 birr. Most of the CBOs selected were are established five years ago.

The programme focuses on direct support to women's CBOs. For example, in the grants to CBOs 80% should go to women CBOs and interms of joint project grants 50% is for women. In all other activities including emergency fund at least 50% of the beneficiaries should be women. Workshops and research are conducted on gender issues.

### 3.3 Rules And Regulations

At present all partner CBOs have developed internal written by-laws and have set upto 20 % interest rate per annum for disbursing loan to their members. The time for obtaining loan among members ranges from one to two months. Loan is disbursed on the basis of membership request during regular meetings and the borrower should bring a guarantor based on written statement.

### 3.4 Forms of collaboration

ACORD's collaboration with CBOs is largely intertwined with matching grant scheme. Building the financial capacity of CBOs through disbursing grants instead of credit scheme is thought to be a better approach. The programme is of the opinion that credit is more expensive scheme to administer and requires proper recording which some CBOs might not be able to afford. The CBOs are expected to raise matching grant of 50% for the social support fund and 30 % for economic support fund. Hence, the programme favours CBOs that request grant to promote economic initiatives.

ACORD approaches CBOs for partnership through their kebele offices and contact persons. Before registration at ACORD's field offices, the kebele office should confirm the status of the CBO with supporting letter. This helped CBOs to link themselves with institutions like banks. The CBOs should have a membership size of at least 10, no religious and no political affiliation and should be at least 6 months old. Moreover, as mentioned above, the partner CBO is required to contribute matching grant and agree to implement the operation in accordance with the details preferred. ACORD's contribution is paid in instalments based on achievements reported in progress reports. In general, the duties and responsibilities of ACORD are providing grant and training, facilitating linkages, monitoring processes and effecting implementation. On the other hand, the duties and responsibilities of the CBO is to take responsibility for proper utilisation of ACORD's funds including keeping of books of accounts, submitting periodic reports and proper use of all supplies.

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## 4. Profile of Yeslassie Yeguda *Edir*

In order to have an in-depth insight about the collaboration between ACORD and CBOs, the researcher has selected one CBO namely Yeslassie Yeguada ***edir.*** The sampling criteria used to select this CBO were gender and ethnic composition, function of the CBO and performance profile. As most partner CBOs are women and social CBOs, and have average performance, the researcher decided to select a women and social CBO with an average performance.

Yeslassie Yeguada ***edir*** is, a neighbourhood organisation in Kebele 02 (sabiyan), formed by 15 women in 1990/91. Currently, the CBO has 31 members. The objectives of the CBO are: provision of financial and materiel support for members during death, wedding and illness and assisting poor members financially in time of problem.

The reason for the establishment of the ***edir*** was that, one of the present members' daughter died by car accident. Although the mother was member of the kebele ***edir***, the committee refused providing financial & material support by pointing out that the daughter was not registered as family member of the mother. This incidence was felt by most members and about 20 women spontaneously gathered to help the women by contributing 2 birr each and prepared the ceremony to entertain the mourner. Meanwhile, they forward the idea of forming a women ***edir*** to help each other in time of death, wedding and illness.

### 4.1 Membership Pattern

The ***edir's*** membership size has decreased from 37 to 31 members due to change of residential place. All members are women whose age ranges from early 30s to early 50s. Majority of the members are married including widows. Members are from different ethnic groups. Although majority of the members are literate they are only capable to read and write. Only few of the members have completed high school. For example, among the executive committee members, two are high school graduates.

### 4.2 Current Objectives Of The CBO

The CBO has both short term and long term objectives. The short term objective is to fulfil kitchen utensils to be used during funerals . While the long term objective is increasing the loan size to solve financial problems of the members.

### 4.3 Organisational Structure

The CBO has a general assembly which embodied all members and meet once in a month to hear the report of the executive committee. The CBO has two executive committees for the social affair and the credit scheme. For the social affair it has a three members committee consisting chairperson, secretary and treasurer and the credit scheme is run by four members executive committee, i.e. chairperson, secretary, treasurer, accountant. Both committees are elected by members and accountable to the general assembly with limited term of office and possibility of re-election. They meet once in a month regularly. They also meet when there is an urgent issue to be discussed. Their tasks include collecting monthly contribution, provide financial & material support to members, recording files, taking minutes, preparing upto date financial statement, forwarding issues for decision to the general assembly, motivating members to work together, ensuring that the internal by-law is respected by the members.

The CBO has a written by-law which clearly states the objectives of the ***edir,*** responsibilities and rights of members, duties of the executive committee and the general assembly. Regarding the

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revolving credit fund the interest rate is decided to be 1% per month and the maximum loan period is five months. The maximum loan disbursed to a member is 500 birr and the minimum is 100 birr. Members could obtain loan twice if others are not ready to make use of the money.

### 4.4 Membership Policy

The ***edir*** has an open membership policy. The criteria to be fulfilled for ***edir*** membership are.

1. One who could be abide by the internal by-law
2. One who has good reputation and participation in social life.
3. One who resides in kebele 02 (Sabian)
4. One who is willing and capable to pay 20 birr registration fee and all monthly contributions paid in the past by a member. At present the down payment for a new member is about 160 birr which can be paid on instalment. The monthly contribution has increased to 4 birr because of increase cost of items which are necessary for the ***edir.***

### 4.5 Achievements Of The Collaboration

1. Members have got access to borrow money. The ***edir*** has a total amount of 6000 birr revolving fund out of which 4000 birr is obtained as grant from ACORD and 2000 birr as maching fund required to be raised by the CBO. Until December 1996, 28 members have got access to credit from the ***edir*** revolving fund.
2. Obtained training on gender issues and book keeping
3. Good recording of files, financial statements and minutes.

## 5. Opinions On Strengths, Weaknesses, Opportunities And Threats Of The Collaboration Between ACORD And The *Edir.*

### 5.1 Discussion With CBO Members

Discussions with members and leaders of the CBO revealed that the following are some of the strengths, weaknesses and opportunities of the collaboration between ACORD and the ***edir.***

### Strengths

1. Members be able to get access to borrow money from their own resources found with small interest rate

2. Members have learnt to take risk to be involved in petty trading and make some money to cover some household expenses.

3. Five members have got training opportunity in book keeping , credit management, and family planning.

### Weaknesses

1. As the ***edir*** invests all of its deposit to the revolving credit fund it suffers short of money for covering expenses for funerals and farewell. Now the ***edir*** is compelled to use 1000 birr from the revolving fund to fulfil social duties. The ***edir*** members complained that they are still short of money to buy plates for rendering services on funerals.

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2. The ***edir*** is not comfortable about one of ACORD's pre-conditions that the loan be strictly used only for credit purposes. The ***edir*** needs to be flexible to make use of the money including covering social expenses.

3. Members criticised that communication between ACORD & the ***edir*** is solely focused on loan issues which does not entertain social issues as well.

4. The smallness of the loan prevents some members from borrowing credit more than 500 birr.

### 5.2 Discussion With Non-CBO Members Of The Community

Four women who are not direct beneficiary of ACORD's CBO support programme were interviewed in Addis Alem Kebele in Dire Dawa. From the conversation it is known that the four poor women do not have any knowledge about ACORD's CBO support programme. However, they heard about the beginning of a revolving fund within some women's ***edir***. They were asked why they do not join one of the women's ***edir*** supported by ACORD. They said that they are members of the bigger ***edir*** but not women's ***edirs*** which are "subordinate and extra" ***edirs.*** According to them it is those women who are financially & physically stronger could join "extra" ***edirs*** and make money out of credit fund. They felt that they cannot fit to get benefit from credit fund because they might not repay their loan.

### 5.3 Discussion With A Member Of Urban Dewellers Association Executive Committee in Addis Alem Kebele.

The official confirmed that working with CBOs in credit scheme is more safe than with individuals. He witnessed that some individuals in his kebele have shown some improvements in their livelihood because of their linkage with ACORD's CBO support scheme. He noted that in his kebele ACORD used to support a youth group without using the assistance of the kebele office in which case the money was embezzled by some members of the group and the effort ended up in failure. At present, he stated that, ACORD has created a joint working relationship with the kebele which found to be fruitful as the latter acts as guarantor to CBOs.

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## Case 2 OXFAM In Deder (Hararghe)

# 1. Introduction

OXFAM-Deder integrated agricultural development programme is one of the six case studies executed on request of SPADE with a general objective of gaining a better understanding of current NGO/CBO collaboration for development in Ethiopia. The case studies, together with some policy review and analysis of some existing documentation on NGO/CBO collaboration will provide basic material for recommendation for improving NGO/CBO in Ethiopia and for appropriate mechanisms for ongoing experience sharing among concerned NGOs and CBOs.

## 1.1 Specific Objectives Of The Study

* to document experiences in present NGO/CBO collaboration between CBOs and OXFAM in Deder woreda.

* to analyse strengths, weaknesses, opportunities and threats of the collaboration, as perceived by various actors (members of the CBO, other community members, government representatives and NGO staff).

## 1.2 Methodology

### 1.2.1 Scope and coverage

The paper aims at discussing about the overall collaboration between OXFAM and targeted CBOs in general and complimented by an in depth case study of one CBO in particular.

### 1.2.2. Data Collection Methods

The research method employed to collect data was interviewing target CBO members and the leadership individually and in group using checklist of questions developed for this purpose. Questions were aimed at collecting data on background of the CBO, rights and duties of the members, on the objectives, activities, problems, and opportunities of the organisation. Direct observation method was also used by visiting the project site and attending group discussions with all stakeholders including women's affairs office, MOA officials and CBO members.

Interviews were also held with the project personnel aimed at gathering information about the objectives, plans, activities, linkages, problems and opportunities of the programme. All the necessary documents of the programme were consulted for additional information.

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## 2. Background Of The Hararghe 406 Integrated Agricultural Development Programme.

The Hararghe 406 integrated agricultural development programme is a continuation of OXFAM's operation in Deder (Hararghe) since 1985. It worked first in an emergency programme and later in the rehabilitation sector in the woreda. The development programme which started in 1993 was planned for three years project period (August 1993-July 1996). The project components include credit programme for agricultural inputs, irrigation schemes, women income generation scheme and extension support . The programme has conducted community need identification exercise in order to identify project components.

### 2.1 Objectives Of The Programme

The main objectives of the programme are:

1. To provide support necessary to allow beneficiaries to take part in project activities by providing support necessary to prevent life threatening hazards.

2. To improve access to domestic water supplies in 7 PAs by improving the quality and quantity of the available water.

3. To increase productivity of individual farms by diversifying the production system and introducing innovations and supporting agricultural extension system for continued promotion of sustainable production methods.

4. To support and to identify modifications to existing methods of income generation by strengthening their viability to improve financial returns.

### 2.2 General Approach Of The Programme

The general approach of OXFAM's programme in Deder is to work with a government line agency, MOA, and to provide support for MOA to be involved in the programmes at the grassroot, woreda and regional levels. OXFAM hopes that the joint work with MOA will result to that MOA will take up and continue on the efforts of the organisation and the communities. To this effect OXFAM ensures that joint planning is carried out with the MOA and the capacity of its staff (extension agents and home economists) is built. OXFAM works towards shared meetings and trainings .

The OXFAM programme in Deder has also built up linkages with community representative groups with the assumption that each of the project components will be managed by a representative committee at PA level consist of PA leaders and neighbourhood group representatives. To this end OXFAM is responsible to build up local management capacity by giving training opportunities to local level committees about their rights and responsibilities including simple financial management training. Committees from different PAs are expected to meet regularly to exchange ideas develop joint initiatives and participate in the planning, implementing and phasing out stages of the programme.

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## 2.3 Project Location And Areas Covered

Soil and water conservation and afforestation activities have been implemented in 31 PAs of Deder and Meta woredas. However, 9 PAs are identified as priority areas of activity covered by integrated interventions including oxen credit & women's saving and credit scheme.

## 2.4 Major Activities Of The Project

In the last three years the project has implemented an integrated programme designed to stimulate community development. The project has largely been involved in the following activities:

1. Provision of agricultural inputs such as oxen credit, seeds, tools and irrigation support. Oxen credit scheme is highly valued by beneficiaries and to date 171 oxen have been purchased and distributed to poor farmers in 9 PAs (nearly 20 oxen for one PA). The communities are aware of the revolving nature of the credit that each of them will benefit in turns. Hand tools are provided freely to 1600 households; concerning the seed credit program 92 metric tone of improved seed was also distributed to poor farmers in 9 PAs. One simple irrigation pump was also supplied on credit for one water user association consisting of 40 farmers. This association has got legal recognition and opens a bank account for pump re payments. To earn revenue the association rents out the pump to non-member.

2. Assisting basic social service through improving access to drinking water, grinding milk and farm roads. A total of six springs are developed and five hand dug wells constructed. A co-operative consists of 43 farmers (21 men & 22 women) is formed to own and manage a flour mill provided by OXFAM credit fund. Over the last three years, 42.8 km of roads have been built/and 132.5 km of road maintained.

3. Women's credit and saving programme

   An internal review exercise conformed that women's credit scheme was highly ranked both by the women (who directly benefit) and their husbands who understand the out come. The project has supported four credit groups in 4 PAs with a total of birr 36,800.

# 3. Overall Collaboration With CBOs

## 3.1 Existing CBOs In The Project Area

There are many self initiated ***Afoshas (Edir)*** in the project area in which men and women are members. These ***Afoshas,*** which are recent phenomena in rural part of Deder, organise members to help each other during funerals.

As the women's affairs official in Deder explained, ***Afosha*** used to be an urban initiative in the towns . However, at present ***Afoshas*** have become widespread in rural Deder with an average membership size of 20 to 25 people in one ***Afosha***.

Women's ***Afosha*** now takes a different function parallel to its normal activity. As a coping mechanism women's ***Afosha*** also performs saving and credit function by collecting a fixed amount of money from each member in a specific period. There is judge to supervise the by-laws. The sum of money collected from each member goes by chance to one member so that the opportunity rotates until all members have an equal chance. At household level the money collected from ***Afosha*** is controlled by women as their earned money.

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Men also have labour grouping locally called ***Geiz***. It is a work arrangement temporarily scheduled to share the agricultural work in the field in turns. Food and drinks are offered on the day of the collective work by the member of the ***Geiz*** whose field is harvested.

### 3.2 Background Of Partner CBOs

Although OXFAM has been working with different types of community representative groups in different activities, the most important collaboration in terms of the definition of CBO is with the women's credit group. The credit scheme builds on the traditional women's credit group locally known as ***Afosha***- meaning "gathering". Traditionally, women's ***Afosha*** is a grouping of women to collect a fixed sum of money from each member on a weekly basis. The money is used to compliment household expenses. Each week one women would receive a sum of loan which is contributed by all members. An average membership size of a women ***Afosha*** extends upto 50 women.

OXFAM has built on the established experience of women's ***Afosha*** and made available good sum of loan for women organised in ***Afosha.*** In the three years project period four ***Afoshas*** were supported in Deder woreda. OXFAM has selected partner CBOs based on the poverty level of members in the ***Afoshas***. An important indicator of poverty is that it is poor women who are mostly engaged in petty trading in the area. At normal circumstance, muslim women, who are majority in the woreda, do not engage in trading. OXFAM's credit support programme has made available two options of engagement for poor women. That is credit for petty trading and for livestock rearing.

### 3.3 Rules & Regulations

In three ***Afoshas*** the two types of credit schemes (credit for petty trading and livestock rearing) exist. Those women involved in petty trading have access to a loan amounting of 300 birr each. Women are required to repay the loans between 2-4 months (depending on the by-laws of each group). The interest rate is fixed by the group which ranges from 10% to 40%. Forty percent is charged in one group where the women are keen to raise the value of circulating capital. Those involved in the livestock breeding are required to pay advance interest of 10% and insurance of 5% of their loan. The repayment period is one year. Petty trading includes selling tobacco, chat, grain coffee, eggs. Livestock breeding includes goat, sheep and donkey breeding. Donkey is an important pack animal in the area locally known as the "Isuzu car" of Deder.

### 3.4 Forms Of Collaboration

OXFAM's collaboration with women's ***Afoshas*** is largely related to building their financial capacity through disbursing loan for petty trading and animal breeding. Before releasing the fund and forming partnership, OXFAM took some time to consider the viability of each ***Afosha***. The ***Afoshas*** are expected to be self initiated by interested poor women and have strong by-laws to ascertain continuance of the revolving credit. They are also expected to organise themselves into groups of 15 and above if they choose to obtain loans for small stock, and groups of 10 if they preferred to be involved in petty trading. Each group has to elect its chairperson and secretary for a period of one year. Members of each group are collectively accountable for loans taken by the group. Peer pressure and group sanction are used as the main mechanisms of enforcement for loan repayment. The livestock group is required to plant fodder trees and shrubs before receiving loans for purchasing animals. OXFAM's responsibility is to offer the seed capital, provide short term training focusing on business promotion such as record keeping and profit making. OXFAM also helps women to identify alternative income generation schemes.

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**Table 9 Number Of Afoshas supported, Number Of Women Organised In Each Activity And Seed Capital Disbursed (1993 - 1997)**

| No. | *Afoshas* | No. of women organised in | | | Seed capital disbursed | Remarks |
|---|---|---|---|---|---|---|
| | | Petty trading | Livestock breeding | total | | |
| 1 | Deru Welteha | 16 | 31 | 47 | 11,800 | - 8 petty traders in Habru Geba later on change their activity to livestock breeding |
| 2 | Deru Dima | 20 | 30 | 50 | 12,500 | |
| 3 | Burka Geba | 15 | 0 | 15 | 5,000 | - 100 women in two PAs have already formed groups but seed capital is not yet released to them. |
| 4 | Habru Geba | 0 | 30 | 30 | 7,500 | |
| | **Total** | **51** | **91** | **152** | **36,800** | |

**Table 10. Number Of Livestock Purchased And Women Engaged In Livestock Breeding (1993 - 1997)**

| No. | *Afoshas* | No. of women organised in | | | Seed capital disbursed | Remarks |
|---|---|---|---|---|---|---|
| | | Petty trading | Livestock breeding | total | | |
| 1 | Deru Weltheha | 36 | 8 | 5 | 31 | The livestock group has planned to use two goat or two sheep for each women |
| 2 | Deru Dima | 44 | 11 | 3 | 30 | |
| 3 | Burka Geba | 56 | - | 2 | 30 | |
| 4 | Habru Geba | - | - | - | - | |
| | **Total** | **136** | **19** | **10** | **91** | |

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## 4. Profile Of Deru Wolteha Women's *Afosha*

In Order to get in-depth information on the collaboration between OXFAM and supported CBOs, one CBO was sampled and discussion was made with members and leaders. Deru Wolteha ***Afosha*** was selected randomly because of absence of significant difference among CBOs supported including gender composition, performance and membership size.

Deru Wolteha ***Afosha*** is a women's credit group established in 1992 (two years before OXFAM's intervention). The members are gathered from different villages such as Gende Haji,

Gende Foruer and Gende Kawe. The objective of the CBO is to support each other financially and morally during death and to get access to credit to increase household income.

The reason for the establishment was to support an orphan whose parents have died due to accident. The rotating credit and saving activity came later in the development of the ***Afosha.***

### 4.1 Membership Pattern

The ***Afosha*** has 47 members. At the beginning of establishment membership size was 50. Three members left the *Afosha* due to death and displacement. Majority of the members are Muslims. There is no literate member in the group, as a result, bookkeeping is handled by a non-member from outside.

### 4.2 Current Objective Of The CBO

The current objective of the Deru Welteha women's ***Afosha*** is to increase members' productive role through applying the loan for various types of petty trading and livestock rearing.

### 4.3 Organisational Structure

The organisational structure before OXFAM's intervention consisted of the general assembly and a two-women leadership (the chairperson and vice-chairperson). After OXFAM's support a cashier is added to the leadership and the role of a vice-chairperson is replaced by a secretary. The responsibility of the leadership is to organise members on the time of death and to collect money and administer the rotating credit activity. Before OXFAM's support each member was supposed to contribute 2 birr on the day of funeral and to deposit ones own weekly contribution to the rotating fund. At present each member also contributes 1 birr per month for over-head expenses and the general assembly gathers fortnightly to see to it that the credit scheme is going on. Although there is no written by-laws, this system is functioning smoothly through consensus.

### 4.4 Membership Policy

Theoretically, the "OXFAM" ***Afosha*** (as members call it) does have an open membership policy. However, unlike the "old" ***Afosha*** new members can be admitted after consulting OXFAM's organisers. Although many women have applied for membership, the ***Afosha*** did not admit new member. In principle new members are expected to pay all back contributions and be sociable and committed to work with the group.

### 4.5 Achievements Of The Collaboration

The discussion with ***Afosha*** members revealed that the following are major achievements of OXFAM's support program

1. As participants in the discussion confirmed that the OXFAM scheme helps them to engage in trading and make some money. The ***Afosha*** has a capital of over 12,500 birr of which 11,800 birr is OXFAM's contribution and 700 birr is matching contribution by the CBO. The CBO also earns 10% interest rate per month from every loan taken. In the petty trading activity 4,800 birr is disbursed to 16 women and they are engaged in petty trading with birr 300 each.

In the area of livestock credit 36 goats were distributed to 16 women, 8 sheep to 8 women, and 5 donkeys to 5 women.

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2. The CBO has opened bank account although not under the name of the CBO. With OXFAM support the sum of loan available to women has increased as compared to pre-OXFAM period.

3. The ***Afosha's*** material asset has increased through members' contribution & fines to satisfy members' needs during funerals and other occasions.

## 5 Opinions On The Strengths, Weaknesses, Opportunities And Threats Of The Collaboration Between OXFAM And The Afosha.

### 5.1 Members Of The CBO

Discussion was held with 17 members of the CBO concerning the overall evaluation of the collaboration.

**Strength**

- Participants unanimously confirmed that OXFAM's support is a break through in the household income, empowerment at household level and working behaviour. Some women mentioned that they now started buying cigarettes to their husbands and this has contributed to their voice in decision making at home. Many women are now adapted to trade petty items.

**Weakness**

- They commented that those who take loan for livestock rearing cannot pay back on the agreed upon period which was one year. The problem is ascribed to unfavourable climatic condition which made livestock rearing difficult. The group considered the problem and improved the repayment period.

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**Opportunities**

- They side that unlike the loan allocated to livestock development the loan for petty trading is so encouraging that the repayment rate is successful and a third round disbursement has begun. They also said that the credit scheme has created more cooperation than competition among themselves.

### 5.2 Woreda MOA

The woreda MOA head and the two seconded staff for OXFAM have participated in the discussion. The perception of MoA on the collaboration between OXFAM/MOA and CBOs was the point of discussion.

**Strengths**

- The office mentioned that the woreda MOA has improve its extension system by working with women CBOs. It is said that although FARM Africa diary goat project worked with individual women on our credit scheme, OXFAM is the first NGO to use CBOs for credit scheme. MOA believes that from the collaboration, it enhanced its gender awareness and understands how to organise women in its extension work.

**Weaknesses**

- The small coverage of the support and the fact that bookkeeping know-how and family planning services are not accommodated in the CBO support programs was mentioned as weaknesses.

**Opportunity**

- Experience gained in participatory work could be widen into large scale activity. MOA believes that the women's credit scheme is manageable at least interms of returning loan because women very often respect their by-laws.

### 5.3 Woreda Women's Affairs Office

The discussion with the women who co-ordinates the women's affairs office pointed out that the office acts as facilitator in the women support program.

**Strengths**

- She mentioned that other ***Afoshas*** begin to replicate the experience and organise themselves. Potters are organised to take the support and raised birr 800 as matching fund. She said that ***Afoshas*** are reactivated and new groupings have emerged to establish rotating credit.

**Weakness**

- She said that OXFAM need to be operational outside of the 4 targeted PAs to support new needy women groups like potters' group.

**Opportunity**

- The women affairs office has received applications for support from four women CBOs. Women ***Afoshas*** are being established in many PAs for saving and credit.

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## Case 3 SOS-Sahel In Meket (Wollo)

# 1. Introduction

SOS-Sahel Wollo agricultural support programme is one of the six case studies executed on request of SPADE with a general objective of gaining a better understanding of current NGO/CBO collaboration for development in Ethiopia. The case studies, together with some policy review and analysis of some existing documentation on NGO/CBO collaboration will provide basic material for recommendation for improving NGO/CBO in Ethiopia and for appropriate mechanisms for ongoing experience sharing among concerned NGOs and CBOs.

### 1.1 Specific Objectives of the study

* to document experiences in present NGO/CBO collaboration between CBOs and SOS-Sahel in Wollo, Meket woreda.

* to analyse strengths, weaknesses, opportunities and threats of the collaboration, as perceived by various actors (members of the CBO, other community members, government representatives and NGO staff).

### 1.2 Methodology

#### 1.2.1 Scope And Coverage

The paper aims at discussing about the overall collaboration between SOS-Sahel and targeted CBOs in general and complimented by an in depth case study of one CBO in particular.

#### 1.2.2. Data Collection Methods

The main research method employed in collecting the data is interviewing the target group individually and in group using checklist of questions developed for this purpose. Questions were aimed at collecting data on background of one sampled ***Kire***, activities performed, responsibilities of members, objectives, problems and opportunities of the ***Kire*** and other related facts. Apart from target groups, interviews were also held with PA officials, woreda administrator and SOS-Sahel staff at Meket.

Direct observation method was also used by visiting the project area for a week. Secondary sources of information that include documents of SOS-Sahel were referred for further information.

# 2. Background To SOS-Sahel Agricultural Support Programme In Meket

SOS-Sahel started work in Meket in November 1994. Initially the organisation was engaged in research activity and staff recruitment. The project is initiated as an agricultural support programme. In addition, it has responded to an emergency seed needs for vulnerable households in the woreda. The following are the major objectives of the programme.

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## 2.1 Objectives Of The Programme

- To seek ways of arresting decline in the natural resource base, agricultural productivity and quality of life in Meket.
- To assist the woreda MOA in its extension approach and to enhance its capacity to deliver a useful service to farmers.
- To enhance the food security status and improve the household asset base of the chronically food insecure households in the woreda.
- To test practical strategies for effective linkage of relief and development priorities.
- To provide reliable base line information for woreda and regional institutions to facilitate effective development plan.
- To critically evaluate and disseminate the experience gained to relevant agencies.

## 2.2 General Approach Of The Programme

The programme seeks participation of rural people in defining and analysing constraints and solutions. Over the project period SOS-Sahel has been giving support to government and community organisations. The activities undertaken through the programme have been identified with the participation of the farmers and community organisations which have the responsibility of monitoring and evaluating project activities. The role of SOS-Sahel is to provide appropriate training and support and to conduct action research. Local organisations are directly responsible for implementation.

## 2.3 Project location and areas covered

The agricultural support programme is primarily focused on 3 PAs in the woreda which represent the three agro-climatic zones: ***Kolla, Woina Dega*** and ***Dega***. On top of this, SOS-Sahel has carried out an emergency seed programme in 12 PAs in the highland agro-climatic zone. Of the 11,054 households inhabiting the PAs, 8,290 households (75%) were in need of seed assistance.

## 2.4 Major Activities

The main activities under SOS-Sahel woreda agricultural support programme include agriculture, resource conservation, income generation, appropriate technology, water & infrastructure development, veterinary support and institutional capacity building.

Over the three years project period the first major activity linked up with CBOs were the provision of emergency seed distribution to vulnerable households and the support to communities to reconstitute their own seed stock. The seeds have been distributed on credit basis and that each individual is expected to repay the seed in cash or in kind with some interest to enable the communities establish locally managed seed banks. In this process a three level organisational structure was set up to implement the programme: ***Kire*** seed credit committee, PA seed distribution committee consisting of PA representatives and development agents of MOA, and woreda seed distribution committees. Community based organisations known as Kire***s*** have become the core responsible organisations to collect seed loans and interest into established seed funds.

In the first phase of the programme 1,000 quintals of barley seed were distributed to about 4000 people who are organised in 114 ***Kires*** in 5 PAs. The seed distribution was handled by the ***Kire*** committees together with PA leaders and development agents who took part in a participatory training workshop organised by SOS-Sahel. Attempts have been made to build the capacities of the ***Kires*** to manage the seed distribution. The ***Kires*** were also assisted by literate members of the PA in registration and follow up works.

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**Table 11 Number Of Kires And Size Of Membership**

| | PAs | Number of *Kires* | Average Membership Size | Total Members |
|---|---|---|---|---|
| 1 | PA 37 | 14 | 42 | 548 |
| 2 | PA 38 | 46 | 55 | 961 |
| 3 | PA 39 | 20 | 39 | 841 |
| 4 | PA 40 | 11 | 82 | 849 |
| 5 | PA 41 | 23 | 41 | 760 |
| | | **114** | **52** | **3959** |

## 3. Overall Collaboration

### 3.1 Existing CBOs In The Project Area

There are different types of CBOs in the project area. The common ones are ***Kire, Tertim, Equb*** and the different religious associations and labour exchange groups. ***Kire*** is the term used in Wollo for a funeral association commonly known as ***Edir***. The ***Tertim*** is a rotating coffee drinking group practised by muslims which comprises between 30 and 35 men & women members under the leadership of a ***Khadi. Equb*** is a rotation credit and saving association which is largely common in the small towns of the woreda.

Of all the CBOs the ***Kire*** is the most common one comprising an average membership size of 52 households. The largest number of ***Kires*** identified in one peasant association was 46 and the smallest number 11 ***Kires.*** Oral evidence suggested that the ***Kires*** in Meket woreda were established during the Segele war (between the Shewa and the Wollo regional power) in 1916 to bury the dead and soothe the mourners.

### 3.2 Background To Partner CBOs

After the study on the potential contribution of CBOs to the development processes in Meket, SOS-Sahel identified the ***Kire*** as an appropriate organisation to be involved in the project activities. The specific characteristics of the ***Kire*** which are appreciated by the project are the inclusive membership pattern, the transparency of its activities, the strength of its sanction, the accountability of its leadership and the strong social cohesion among the members.

At first SOS-Sahel decided to test and evaluate the organisational capacity of the ***Kire*** as an alternative seed distribution channel. The project believed that if the seed distributed through the ***Kires*** is on credit basis the repaid seed could remain to be an asset for the communities and be well targeted. Past seed credit distribution through the PAs had zero repayment rates. However, the rate of repayment experienced through the ***Kires*** showed encouraging results due to the strong potential sanction and follow-ups.

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### 3.3 Rules and Regulations

One of the most important sanctions is regarding withdrawal from ***Kire*** which entails ostracisation from the community, locally known as ***Ambadadie***. Secondly, the system of contribution to the ***Kire*** takes into account the local resource condition and differences in household wealth status. For instance, widows are preferentially treated during contribution of injera on funerals. They contribute less than male-headed households. Thirdly more often ***Kire*** membership coincides with a defined territory known as a parish (locally "***Debir***" or "***Got***").

Some procedures are also developed concerning the new introduced task of the ***Kire***, that is management of seed credit distributions and community seed banks. In general, the ***Kire*** is responsible for the repayment of the seed credit with some interest rate and for the schedule of repayment. It keeps records, decides on those who fail to repay and on contingencies in the event of harvest failure.

Though it is not ***Kire***-based, a pilot small scale community managed savings and credit scheme has also been established. The procedure developed for this purpose are the following:

1. SOS-Sahel will give training for ***Kire*** members
2. The ***Kire*** gives a credit to a saving and credit group consisting of 40 members.
3. Before getting the loan, the group makes initial savings of Birr 0.25/week/ member for eight weeks.
4. After a member has received a loan, no other member is entitled to receive a loan until the first loan is repaid.
5. A lone committee determines the repayment period with an interest rate of 6% per month.

### 3.4 Forms Of Collaboration

SOS-Sahel's motivation to collaborate with the ***Kire*** (or ***tertim,*** a muslim coffee group) is based on its conviction on the potential roles of CBOs as an effective entry point into the community and as a means of gaining initial confidence and trust by the community and in some cases as an alternative community management structure. Before forming partnership, SOS-Sahel has conducted a study on the structure, function and potential contribution of CBOs to the local development processes and evaluated their effectiveness as alternative channel of intervention. Then the project built its objectives on the findings of the research. Collaborating with emergency seed credit programme, the project continues working with CBOs for saving and credit and wood lot establishment. Currently 14 Kires have initiated wood lot establishment and management plans are developed for 10 of them. Each Kire has already delineated 5-10 ha. of land. In the case of saving and credit groups, so far 74 women and men groups are formed at Kire level.

As a management structure for implementation, monitoring and evaluation of activities a three level committee at ***Kire***, PA and woreda levels are established. The committee composition at ***Kire*** level consists of two ***Kire*** judges, a secretary, treasurer, a literate member and two elders. At PA level the committee consists of two PA officials, two Kire representatives and development agent of MOA. At woreda level the composition of the committee is two woreda administration officials and representatives of MOA and SOS-Sahel.

The emphasis is on the ***Kire*** being the initial entry point. The responsibility of implementing activities from the design, implementation to evaluation phases remains with the community.

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SOS-Sahel acted only as facilitator of the process. For instance, for the seed credit programme SOS-Sahel initially suggested an interest rate of 5%. However, the ***Kires*** raised this to 20% to cover expenses for transportation and storage loses.

## 4. Profile Of Gala Dejen *Kire*

In order to get an depth information about the partnership between SOS-Sahel and supported CBOs, one ***Kire*** was sampled randomly and discussion was held with some members (42 men & 8 women) and leaders of the ***Kire*** consisting 42 men and 8 women. Gala Dejen ***Kire*** was selected in consultation with the SOS-Sahel staff at Meket.

Gala Dejen ***Kire*** is located in PA 20. It is one of the five ***Kires*** in the PA which are organised along territorial units called "***Debir***". The ***Kire*** has existed in the village since 1916 despite an increase in membership size through time. The objective of the ***Kire*** is to help members in times of death by contributing food to offset the expense incurred to feed mourners.

### 4.1 Membership Pattern

The ***Kire*** demonstrates an inclusive membership base. Every household head whether male or female is virtually a member representing its own household. Not only because of the benefits from the cooperation but failure to join the ***Kire*** results to alienation (***Ambadadie***) from the community. All household heads of the Gala Dejen village, 240 males and 25 females, are members. The membership policy is open to every resident including young household heads.

### 4.2 Current Objectives Of The CBO

Currently, with the support of SOS-Sahel the ***Kire*** has added new objectives. In addition to its original purpose of organisation, now the ***Kire*** acts as a center of seed bank where members borrow in times of emergency.

### 4.3 Organisational Structure

The original ***Kire*** leadership comprises a chairperson, secretary and treasurer. The chairperson acts as head of the ***Kire***; the secretary checks and records each household's contribution by counting ***Injera***, and the treasure collects fines who fail to attend funerals. All officials are publicly elected and can be replaced if necessary.

Aside from the collaboration with SOS-Sahel, the ***Kire*** leadership is involved in a seed bank committee comprising seven members: a judge, a secretary, a treasurer, two men and two women members. The responsibility of the committee is to identify and stratify beneficiaries according to their wealth, to distribute seed according to priority and to collect repayments.

Although the general assembly does not have regular meetings, members meet on funerals and once in a week in a church compound to celebrate a religious association called ***Senbete.***

### 4.4 Rules And Regulations

Every ***Kire*** member is expected to attend funerals and contribute his/her share of food in the event of a member's death or his/her relatives. Whereas male headed households contribute 4 ***Injera,*** female headed households are required to contribute 2 ***Injera***. A group of 5 women (wives of the household head) prepares a pot of ***Wot*** (sauce) on that very day. The contribution are recorded at the funeral ceremony. In this way the ***Kire*** leadership identifies who has and who has not been

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able to participate in the event. In the event of environmental crisis the ***Kire*** can decide to reduce or suspend contributions. During the discussion it was mentioned that the contribution of 6 ***Injera*** per household decreases to 4 ***Injera*** due to an increase in cost of life and increase in membership size.

### 4.5 Achievements Of The Collaborations

Almost all participants of the discussion expressed appreciation and satisfaction with the collaboration and pointed out the major achievements since the beginning of the support in June 1996.

1. The partnership has strengthened the respect and capacity of the ***Kire***. There is a good repayment rate and young household heads are now more attracted by the ***Kires*** and thus are encourage to apply for membership.

2. The ***Kire*** learned the simple techniques of problem identification and record keeping. Members learn how to plan and implement their own development needs.

3. Out of 265 members, 151 very poor ones have got access to seed credit.

4. Some members (80 men) have organised saving and credit scheme and are ready to build a store for hide and skin. 20 women formed 5 saving and credit scheme into five groups and obtained 1000 birr as a start-up fund from SOS-Sahel.

5. A store for grain is being constructed on the basis of cost sharing between the ***Kire*** and SOS-Sahel.

6. Women are trained in traditional birth attendance, 2 men in saving and credit management, 1 man and 1 women in soil conservation technique, 3 men in bookkeeping and recording techniques.

## 5. Opinions On The Strengths, Weaknesses, Opportunities And Threats Of The Collaboration Between SOS-Sahel And The CBOs.

In order to understand the perceptions of the concerned parties the researcher was able to meet CBO members, PA officials and the woreda administrator. The attempt to interview the woreda MOA office which was the relevant line agency has failed due to of the some circumstances.

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## 5.1 Members Of The CBOs

According to the discussion held with 50 members of Galla Degen ***Kire***, the following issues were pointed out:

**Strength**

- Participants revealed that at first SOS- Sahel was considered as a protestant organisation and was perceived by most half-heartedly. In the event all understood that the objective of the project was found to be something important to the community that even priests have become beneficiaries. As mentioned the intervention seems to have enhanced the position of the ***Kire*** in the community.

**Weakness**

- Meetings with SOS-Sahel staff cannot proceed as they are scheduled in advance. The fact that death has become frequent incidence makes the ***Kire*** members busy including the regular farm and household activities. These preclude members to attend meetings as scheduled with the project staffs.

**Opportunity**

- Participants indicated that the project staff would understand the time constraints of members of the ***Kire*** and be flexible in case of failure to show-up in meetings.

## 5.2 PA Officials

**Strength**

- Two PA representatives mentioned that during the first stage of the project people were confused and suspicious because of the project's affiliation only with individual farmers. However, after the seed support programme through the ***Kire*** the people and the PA office accepted the intervention. Not only acceptance, the officials noted that the collaboration has contributed to strengthen the capacity of the ***Kire*** which in turn helped PA committees as ***Kires*** began setting minor disputes. They said that the reactivating of ***Kires*** is complementary to the PA committee.

**Weakness**

- The representatives resented that SOS-Sahel spends too much time on research instead of immediate practical activities.

**Opportunities**

- They say that the introduction of the participatory planning and implementation (PAPI) approach has bridged the gap between the project and the PA office since the project started consulting the PA office for all the activities undergoing. They want this improvement to be sustained.

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## 5.3 Woreda Administration

**Strength**

- The Meket woreda administrator, Ato Asaminew Gerawork, said that among the NGOs & GOs working in the woreda only SOS-Sahel has acknowledge, for the first time, the role of the ***Kire*** as channel of development. He said that the project has created a sense of empowerment among the peasants in the project area and noted that the involvement of the ***Kire*** into the development process has reduced the work burden of the PA.

**Weakness**

- He criticised that the collaboration with independent ***Kires*** might be too sectoral to handle big issues which affect different ***Kires.*** Therefore, he underline the need to emphasise on inter-***Kire*** needs like road and health facilities. He attributed this problem to the absence of an umbrella association among supported ***Kires***.

- The administrator also reminded that there are some ***Kire*** leaders who feel as if they were not part of the government structure. He suggested that such people should understand the power of the PA and woreda counsels as the ultimate authorities in the area.

**Opportunities**

- The administrator recommend that the project should avoid direct linkage with the ***Kires*** without acknowledging the PA structure. He appreciated that the project staff are already convinced in this issue and are improving their approach.

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## Case 4 Pestalozzi Children's Foundation (PCF) in Dimtu Woreda

### 1. Introduction

PCF community based development programme is one of the six case studies executed on request of SPADE with a general objective of gaining a better understanding of current NGO/CBO collaboration for development in Ethiopia. The case studies, together with some policy review and analysis of some existing documentation on NGO/CBO collaboration, will provide basic material for recommendation for improving NGO/CBO in Ethiopia, for appropriate mechanisms for ongoing experience sharing among concerned NGOs and CBOs.

### 1.1 Specific Objectives Of The Study

* to document experiences in present NGO/CBO collaboration between CBOs and PCF in Dimtu Woreda.

* to analyse strengths, weaknesses, opportunities and threats of the collaboration, as perceived by various actors (members of the CBO, other community members, government representatives and NGO staff).

### 1.2 Methodology

#### 1.2.1 Scope And Coverage

The paper aims at discussing about the overall collaboration between PCF and targeted CBOs in general and complimented by an in depth case study of one CBO in particular.

#### 1.2.2. Data Collection Methods

The research method employed to collect data was interviewing target CBO members and the leadership individually and in group using checklist of questions developed for this purpose. Questions were aimed at collecting data on background of the members, rights and duties of the members, on the objectives, activities, problems, and opportunities of the organisation. Direct observation method was also used by meeting the coffee labour group and by attending group discussions.

Interviews were also held with the project personnel aimed at gathering information about the objectives, plans, activities, linkages, problems and opportunities of the programme. All the necessary documents of the programme were consulted for additional information.

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## 2. Background Of The Project

Dimtu Community Based Development (CBD) project, which is a rural development intervention, is implemented in Jimma Zone, Tiro Afeta Woreda in 1995. The woreda with a total area of 38,411 hectares comprise 51 peasant associations grouped into 9 service co-operatives. The total population of the woreda in 1995 was estimated to be 76,931 and the number of households was 11,311.

The project has undertaken needs assessment of the population, pilot study to identify traditional community organisations, and a one year pilot project which includes selection of approaches, target areas, target CBOs and areas of involvement.

At present the project has embarked on the beginning of the first phase (1996-98) which is mainly designed to devote on the preparation and implementation of major activities. In this phase, emphasis is given to technical training (for the members of CBOs in general and for CBOs leaders in particular) and action research for the proper implementation of activities integrated with the traditional local socio-economic structure. The second phase (1999-2000) will be devoted to the consolidation and phasing out of the programme with the major focus on the development of community network, management, capacity building at inter-community level and transferring the programme to the local structure.

### 2.1 Objectives Of The Project

The main objective of the project is to find out whether the communities in the woreda are ready and able to take initiative to define their own development options and assume responsibility in their implementation. The project will take part in capacity and confidence building, need identification and mobilisation of the community towards development activities using traditional social organisations as agents of development. It attempts to represent the interest of the community and make the service delivery accessible so that the communities would eventually reduce their dependency on external input system capacity. The specific objectives are supporting household food security efforts, infrastructure development, human and animal health schemes and loan disbursement in the selected PAs of the Woreda.

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### 2.2 General Approach Of The Programme

The project has employed community based development approach which relies largely on the use of traditional social structures and local resource management using low external input and gives the local community ownership right over the project. Full community participation is given priority as a key strategy of the programme. All activities to be promoted are believed to be simple to design and implement. Thus, after the first phase, almost all the activities will be fully handed over to the communities for replication among themselves. The experience is believed to be disseminated from the initial group to the other new groups.

### 2.3 Project Location And Areas Covered

The project proposal indicates that 40 % of the total number of PAs ( 51) in the woreda will be beneficiaries of the intervention.

## 2.4 Major Activities Of The Programme

The main components of the CBD project includes capacity building, agricultural development loan disbursement, provision of potable water, animal health and bridge construction.

The project has identified and planned to be involved in activities including coffee development, small scale irrigation, construction of Nadhi Bridge, oxen, small animal and fertiliser loan schemes, animal health scheme, horticulture and bee keeping schemes and supporting locally manufactured small farming tools. The human and social resources development will focus on spring development scheme, personal and environmental hygiene, non formal education, fight against malnutrition, and family planning and prevention of sexually transmitted diseases.

The major activities being underway are the following:

A) Spring protection:- four springs were protected for 248 households. A community based organisation locally known as Aba Burka (father of the spring) is the responsible body for spring management.
B) Coffee cultivation:- five community coffee nurseries are developed in different PAs. 16,000 coffee seedlings are reported to be distributed and were transplanted on farmers' own back yards of which 90% is believed to be germinated. The CBOs responsible for this scheme, Aba Millas, have developed rules and regulations to follow-up the activities. Transfer of experience gained in coffee nursery management has taken place. For instance, the first 5 coffee groups experience have been replicated and grown to 14 groups. This has taken place in such a way that the new groups came and contacted pioneer farmers to exchange experiences.
C) Animal health:- focuses on the establishment and operation of a health posts in 9 selected PAs in which 830 households have settled. Paravets were selected and trained from the respective PAs and animal health committees were formed to follow up animal health care activities.
D) Bridge construction:- PCF plans to cover 50% of the cost of construction of a bridge which serves about 20000 people. The rest 50% will be covered by the community through labour and material.

# 3. Overall Collaboration With CBOs

## 3.1 Existing CBOs In The Project Area

As in the case of other parts of rural Ethiopia territorial, clan and task based community organisations have been and still functional in Tiro Afeta Woreda. The CBOs in the area have been involved in traditional socio-economic and political affairs in their specific jurisdiction.

The clan structure in the area is patriarchal and hierarchically structured along territorial units such as ***Sheni, Rejie, Jiga, Jiga-Jiga*** and ***Boku***. All have their respective leaders, ***Aba Sheni, Aba Rejie, Aba Jiga*** and ***Aba Boku***.

There are also neighbourhood groupings like ***Selgan*** and ***Ule***. ***Selgan*** represents 30-70 households to organise funerals and other social activities. ***Ule*** is an association of cattle owners who live in the same village.

Labour sharing is also another form of grouping. The ***Dado*** and ***Dabo*** are labour sharing groupings to undertake agricultural and other activities. They are headed by ***Aba Millas***.

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### 3.2 Partner CBOs

PCF has underlined to establish partnership with those CBOs which specifically deal with social functions like labour organisations and water committees. These traditional organisations are headed by their respective leaders. The ***Aba Milla*** is the head for labour group as the ***Aba Bourka*** is for water use management.

The project has linked up itself with labour groups for coffee cultivation and with the water committees for spring protection scheme. The selection of these CBOs for these specific activities follows their established roles in the community.

### 3.3 Rules And Regulations

Although all partner CBOs do not have written rules and regulations, members have been controlled through consensus and informal rules that have survived over the years. Failure to respect group expectations presuppose different punishments including ex-communication from the community. Every activity is organised through CBO leaders. They call members for specific purposes including group work, discussions on community affairs, dispute settlement, funerals and praying.

### 3.4 Forms Of Collaborations

One of the strategies of the programme is to make use of local level organisations as intervention units under the assumptions that communities will pool their resources for common ends. To this effect traditional organisational structures, in particular task oriented groups, are being revitalised and supported to mobilise members for cost sharing in any form and to take part in all stages of activities.

The role of PCF is to finance part of the cost of specific schemes, facilitating community initiatives to mobilise local resources, providing training and technical support, networking different partners and follow-up and monitoring of processes through action research.

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## 4. Profile Of The Aba Raya Coffee Group

Coffee scheme is one of the areas of involvement of the project. This scheme aims at distributing coffee berry disease resistant variety (CBDRV) to the community members organised by their initiatives. The CBOs sponsored by the project are indigenous labour groups which are expected to replicate experiences to other communities.

The activities of the scheme focuses on coffee cultivation through establishing nursery sites and backyard plantations. Group leaders get training to take care of coffee nurseries and follow up of backyard plantation at household level.

The implementation schedule reveals that a total of 125 coffee groups will be involved in the scheme. The number of coffee groups to be sponsored each year are 8, 15, 23, 33 and 46 in the years 1996, 1997, 1998, 1999 and 2000 respectively. In general, about 1000 households are expected to benefit from the coffee seedling and plantation. The scheme is identified and implemented by the community with technical assistance by the PCF.

The researcher in consultation with the field staff has decided to look into one of the CBOs that participated in the coffee scheme, is the ***Aba Raya*** labour group named after the group leader. It is

a seasonal labour organisation with temporary membership. It is usually functional during agricultural season.

### 4.1 Membership Pattern

Aba Raya labour group has eleven member household heads. All the members are male household heads. It is mainly a labour group involved in harvesting, cultivation, house construction and in other social activities.

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### 4.2 Current Objectives Of The CBO

The CBO is basically established for labour sharing. Hence, the main objective is to help each other by organising labour for activities which cannot be handled at household level. After the collaboration with PCF the objective of the CBO is to raise an improved disease resistant coffee nursery in group and cultivate coffee plantation at individual level.

### 4.3 Organisational Structure

The coffee group is managing and controlling its own resources (land, water and labour) according to its own non- written rules and regulations developed by the members. The group is organised under the custody of the ***Aba Raya*** and the scheme is totally accountable to him. The responsibility of Aba Raya is to organise labour and control individuals contribution in group work. He is an authority to sanction any individual who fails to obey group rules & regulations.

### 4.4 Membership Policy

***Dado*** is reciprocal labour sharing while ***Debo*** is participating willingly in group work. This happens on the basis of kinship, neighbourhood and any other relations. This fact reveals the group to come together. Since activities are seasonal, membership is also seasonal. But with the start of the project this CBO and others have assumed permanence with permanent membership. This may imply a new changing role of the CBOs which may result in creating a parallel grouping along the original ones due to over burdening.

### 4.5 Achievements Of The Collaboration

The project has made available to the pioneer group the coffee seedling with 100 % recovery basis. The newly formed groups which took the seedling have to pay back the price of seedling through the contact farmers and the replication will continue as a similar manner. The current support to the CBO includes provision of seedling, fertiliser, pesticides and watering can. In addition to this, the scheme provides services like supervision and technical support. It is believed that this will improve their income and contribute to their experience from the processes.

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## 5. Opinions On The Strengths, Weaknesses, Opportunities And Threats Of The Collaboration Between PCF And CBOs In Dimtu.

In consultation with the project staff and community representatives, PCF has conducted self - evaluation of the pilot project in January 1996. Strengths and weakness of the project activities were assessed. The following are some of the important points of the self – evaluation results.

### 5.1 Strengths

- The communities responded very encouragingly to the initiative of the project and fully participated in the activities with their material, labour and financial resources.

- All activities were linked to the traditional local structure which facilitated the mobilisation of the communities, as well as implementation and supervision of activities. This approach was considered efficient and effective.

## 5.2 Weaknesses

- Still the people are reluctant to officially use their traditional structures and develop mechanisms to deal with local government structures including Peasant Associations and Service Co-operatives.

- Women's issues are hardly addressed at the activity level as well as project staff level.

- The project lacks qualified specialist in rural development issues to capacitate the managerial skill of CBOs.

- On the other hand, the Woreda MOA head underlined the poor linkage between CBOs and MOA. He said that the development agents of MOA in the Woreda do not have any link with the CBOs and the ongoing scheme, particularly with the coffee plantation. He said that unless this situation is improved MOA might not able to take up the scheme and run it when the project phases out.

## 5.3 Opportunities

- CBOs have delegated representatives to communicate with PAs and SCs so as to operate flexibly through both the traditional and modern structures.

- Some discussion between the researcher and the sampled CBO members and head of the woreda MOA have also been conducted concerning the status of the collaboration.

- Aba Raya, head of the studied CBO, mentioned that "if the necessary inputs are provided in time and the necessary services such as follow-up, technical assistance and training are available the project will be sustainable".

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## Case 5 Sisterhood Soap Producers / OXFAM UK In Addis Ababa

# 1. Introduction

OXFAM-UK's collaboration with the sisters soap production team is one of the six case studies executed on request of SPADE with a general objective of gaining a better understanding of current NGO/CBO collaboration for development in Ethiopia. The case studies, together with some policy review and analysis of some existing documentation on NGO/CBO collaboration, will provide basic material for recommendation for improving NGO/CBO in Ethiopia, for appropriate mechanisms for ongoing experience sharing among concerned NGOs and CBOs.

### 1.1 Specific Objectives Of The Study

* to document experiences in present NGO/CBO collaboration between the CBO and OXFAM-UK.

* to analyse strengths, weaknesses, opportunities and threats of the collaboration, as perceived by various actors (members of the CBO, other community members, government representatives and NGO staff).

### 1.2 Methodology

#### 1.2.1 Scope And Coverage

The paper aims at discussing about the overall collaboration between OXFAM and the targeted CBO.

#### 1.2.2 Data Collection Methods

The research method employed in collecting the data is interviewing the target group individually and in group using checklist of questions developed for this purpose. Questions were aimed at collecting data on background of the girls and the production team, activities performed, responsibilities of members, objectives, problems and opportunities of the production team and other related facts. Apart from target groups, interviews were held with Hope Enterprise and OXFAM personnels.

Direct observation method was also used by visiting the production centre and the overall situation on place. Secondary sources or information that include reports of the production team and concerned organisations were referred for further information.

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## 2. Background Of The Project

The project, which is known as "rehabilitating destitute youth" was designed and implemented by Hope Enterprise together with Red Barna Ethiopia in 1989. Hope Enterprise has selected destitute youth from different kebeles to give a 6 month training on soap making. To start the project, the trainees were grouped into teams. Each team has four members to use one manual soap making machine with a start-up capital.

In 1994, OXFAM UK was approached by the team and the organisation has appreciated the problem of the team and offered an electrically run soap processing machine worth 24,617 birr, and an initial capital of 5000 birr in loan with 1.5 percent interest to be paid in three years of time. The soap produced by the new machine was much better than the soap produced by the old manual machine. The new machine has high production capacity and lower labour input than the manual operated machine. OXFAM has also made available training on book keeping for one member of the team.

### 2.1 Objectives Of The Project

The objectives of the project were to alleviate the rapid youth unemployment problem in Addis Ababa and to rehabilitate destitute youth by creating income- generating activities.

### 2.2 General Approach Of The Project

To fulfil the objectives of the project, these NGOs had prepared the necessary pre-conditions before commencing the project. These pre-conditions were identification of income generating activities, setting selection criteria, preparation of training centre and courses to be taught.

In order to select the trainees to be involved in the project, the NGOs set up the following criteria.

1. The trainees should be females;
2. They should be high school drop outs
3. They should be from a very poor family;
4. They should be healthy.

### 2.3 Project Location And Areas Covered

Sisters soap production team is located in Addis Ababa, Woreda 9, Kebele 21 public shop compound.

## 3. Membership Pattern

All the members are young women. The youngest is 21 and the eldest is 26 years old. All are not married, but have dependants i.e. brothers, sisters and mothers. The size of their family ranges between 4 and 8. All, except one, have completed high school education. They are from a very poor family ( for detail see annex).

## 4. Forms Of Collaboration With The Targeted CBO

Prior to the operation of the project, the two parties (the benefactor and the beneficiary of the project) had reached a mutual agreement. The duty of the benefactor stated in the agreement were offering improving the previous manual technology soap making machine by electrically



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run machine and boosting of their initial working capital in the form of loan, monitoring and giving technical back up, and preparing favourable conditions to create links with GOs and mass organisations to sustain the scheme.

Each production team on its part was committed to :

1. Use the machine by itself (forbidden to sell or pass on to a third party)
2. Produce a quarterly progressive report;
3. Pay the loan back within three year (paying 121.00 birr monthly); if the production teams fails paying its loan for three consecutive months, the benefactor may claim the machine back.

In order to start the project, the trainees were grouped by Hope Enterprise into teams of four members, assuming that they can manage the small scale laundry soap production. Each team was provided with a manual soap making machine that has a production capacity of 54 bars of soap per day and an initial capital of 4,626.00 birr. The total loan given to each production team was 3,213.00 birr by Hope Enterprise as a start up capital. The loan extended by OXFAM in the development of the producers was about birr 30,000.

## 5. Profile Of Sisters Soap Production Team

The production team under study, sisters' soap production team, is one of the many production teams formed by Hope Enterprise in mid 1990. Soap production team consists of 5 poor girls who are producing soap in Woreda 09 Kebele 21. All are from Addis Ababa and from poor households. The members of the team are the second batch trainees of the project.

At the beginning there were two production teams with 8 members and 2 working machines in the compound of Kebele 21 public shop. In the last few month 3 members left the production teams for different reasons. However, gradually and the two production teams have merged together.

The Kebele 21 public shop and the production team entered into an agreement which states that the production team had to sell all the products to the public shop and the latter to give a working place freely. This time the production team was producing 84 bars of laundry soap per day, weighing 350 grams and sell, for 1.05 birr to the public shop. However, the agreement was not long lived. It was violated by the Kebele public shop due to the poor quality of soaps. Residents of the Kebele were reluctant to buy the soap produced by the production team. As a result the public shop suffered loss.

The cause for producing poor quality of soap was that the machine did not process activities like drying and cutting. Hence, the soaps were dried up by sun light. However, the soap dried by sun light had a problem of maintaining standard strength, and even shrank unless consumed immediately. More over, the soap has unpleasant odour. To overcome the market problem, the production team was forced to sell the product in retail in major market places of the town and sometimes by going from home to home like peddlers. The task of selling the product was made by three members of the production team. In other words, 60 percent of the labour force was engaged in the process of marketing the product while the major task i.e. production was left for two members which caused a decline in the productivity of the production team.

The newly bought soap producing machine by OXFAM was expected to solve the quality of the soaps and to attract new market opportunities. However, the matter got worse when the kebele administration ordered the producers to leave the production centre. As stated, consequently, the members of the production team have become desperate. At this particular point, Hope Enterprise and OXFAM helped the team by contacting the woreda and zone administrations who

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lately resolved the problem. The production team was allowed to use the house by paying 40 birr per month.

Inspite of these problems, the members continued working hard to earn their subsistence. But their income grew meagre and began dwindling from time to time. The only solution to reverse this situation was producing a competitive quality soap using the new machine . It is quite unfortunate that the machine could not be functional due to the damage it faced due to sudden electric power shock that happened soon after its introduction.

### 5.1 Current Objectives Of The CBO

As all the team members clarified the immediate objective of the scheme is to generate income from soap production and to support their families. In the long term, Members need to clear their debt and own the means of production.

### 5.2 Organisational Structure

The team has a general assembly which decides on most of the issues. It has also executive committee consisting of chairperson, auditor, cashier, and accountant. Every member has specific responsibility in the committee.

### 5.3 Membership Policy

Although there is no clear policy, membership is limited only to the existing individuals.

### 5.4 Achievements Of The Collaboration

Since the establishment of the project, team members have been generating some income to support themselves and their families. They have got skill on soap processing and bookkeeping

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### 5.5 Weaknesses Of The Collaboration

According to the discussion made with all members of the team the following problems of the CBO were emphasised.

1. Lack of permanent sales centre is a serious problem of the production team. This made selling a tiresome, labour consuming and costly activity.

2. For any business activity to be successful there should be upto date book keeping system and file management. Despite the fact that one member of the team has got training on bookkeeping through OXFAM, the production team understudy, has poor handling of files and records, and does not apply a modern book keeping system. All the members are fully engaged either in the production or selling activity. They have no time and dedication for recording and filing financial activities.

3. The production team has suffered from the shortage of fat and caustic soda. It buys fat from the Addis Ababa Abattoir. The shortage of fat commonly occurs during the fasting seasons.

4. The increase in the price of raw materials is minimising the already marginal profit of the production team. For example, the price of a kilo of caustic soda increased from 3.50 birr to

4.50 birr. The cost of fat increased by 200 birr per barrel. The cost of production for a bar of soap is 0.99 birr. The selling price of a bar of soap is between 1.05 birr and 1.10 birr. If labour cost, house rent, transport cost and other expenses are considered the net profit may not exceed 2 to 3 cents. Such a profit for small production team like this would undoubtedly lead to complete failure in the near future.

5. Absence of a well stated rules and regulations resulted to reluctance to perform additional duties. Although the team has a cashier, an accountant, and auditor, there is no document that shows the effort of the auditor and the accountant to facilitate the financial activities.

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## Case 6 Guraghe People Self-help Development Organisation (GPSDO)

### 1. Introduction

This study is one of the six case studies executed on request of SPADE, and with the object of gaining a better understanding of current NGO/CBO collaboration for development in Ethiopia.

### 1.1 Specific Objectives

- To document historical development of GPSDO from a CBO to NGO
- To analyse strength, weaknesses, opportunities and threats of GPSDO and its links with the community as perceived by various actors (members of the CBO, other community members, government representatives and NGO staff)

The six case studies, together with some policy review and analysis of existing documentation on NGO-CBO collaboration will provide basic material for recommendation for improving NGO/CBO collaboration in Ethiopia, for appropriate mechanisms for ongoing experience sharing among concerned NGOs and CBOs.

### 1.2. Methodology

#### 1.2.1 Scope And Coverage

The focus of this paper is to discuss about the historical development of GPSDO and its achievements in general and an in-depth case study of one ***Edir*** in particular.

#### 1.2..2 Data Collection Methods

The research methods employed to collect data was interviewing GPSDO board members, GPSDO woreda development committee members, elders, staff of the transport sector, government officials, and ***Edir*** officials using checklist of questions developed for this purpose. Relevant documents were also reviewed. Direct observation method was also used by visiting some part of Guraghe land where the organisation is actively operational.

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## 2. Background Of GPSDO

GPSDO is an indigenous NGO involved in social and economic activities in ***Sebat-Bet*** Guraghe * (Western Guraghe) land. The organisation has evolved from the Guraghe Roads Construction Organisation (GRCO) in mid 1988. GRCO, the parent organisation, was established in 1961 to satisfy the road and transport needs of the ***Sebat-Bet*** Guraghe people by pooling together community and government efforts.

### 2.1 Reasons For The Establishment Of GRCO

For a long time Guraghe land was inaccessible due to the absence of road network for the movement of people goods and social services. The absence of roads has been a problem for the high rate of movement of the Guraghe from and towards their place of origin.

Cognisant of the problem local elders took the initiative to mobilise the whole ***Sebat-Bet*** Guraghe both in the rural and urban centers for constructing transport routes which link the area with the rest of the country and inter connect each woreda of the ***Sebat-Bet*** Guraghe. Subsequent consultations among Guraghe elders and elites paved the way for the formation of GRCO and ratification of its operational guidelines by the general assembly of the representative of the seven sub-areas.

### 2.3 Specific Objectives Of GRCO

1. To build first a 30 km road including three bridges that connect Wolkite (the current capital of Guraghe Zone) with Emdibir (Current capital of Cheha woreda) and then an additional 96 km to join Wolkite with Hossaena (Capital of Hadyia).

2. To interconnect Endibir (the then capital of Guraghe) with the rest of the woredas.

### 2.4 Organisational Structure Of GRCO

The general assembly, which consisted of 385 members was the supreme body of the organisation which made laws and decisions. The general assembly consisted of 14 members of the executive committee, 50 representatives from each of the 7 sub-committees (350), and 21 members which include peasant representatives from each sub-committee.

The general assembly also looks into the policy issues and problems which are beyond the responsibility of the executive committee.

The management council was the second high ranking body next to the general assembly and has a power of controlling the activities of the executive committee. It comprised a total of 63 members including 7 members from each of the 7 sub-committees and 14 members of the executive committee.

The sub-committees established for the purpose of collecting contributions from individuals until collecting contributions was replaced by the purchase of vehicles for permanent income

* Sebat-Bet Guraghe constitutes the land of the seven tribes of the Guraghe ethnic group which are Cheha, Geta, Gomare, Izha, Enor & Anner, Indegagn and Moher & Aklil.

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generation. At present contributions are made by using GRCO's vehicles and paying transport cost above the normal tarif. The present task of the sub-committees is to act as channel of communication between GPSDO and the community.

The transport sector of GRCO is located in Wolkite and runs the major activities using salaried workers.

### 2.5 GRCO's Source Of Income

As mentioned above, GRCO's main sources of income were its vehicles operating on the roads that are constructed by the organisation. The development contributions collected from passengers and the toll system set up on each vehicle crossing the roads have been the major sources of income until the toll collection system and the revenue from it was ceased by the order of the Guraghe zonal administration in 1996. At present, GPSDO derives most of its earnings from transporting passengers and plans to establish other income generation schemes including purchase of shares from share companies, provision of garage and fuel station services and contribution from the people. Each development committee will establish income generation schemes at each development center - capital of the woredas. More over, it gets 35% government subsidy for the cost of road construction.

### 2.6 Major Achievements Of GRCO

- So far over 430 km of all weather road is completed and is used by the public at large. About 64 km of all weather road is under construction at the cost of Birr 4,480,000.
- The organisation owns 3 big, 3 medium, 8 small size buses, 8 Land Rovers, 3 Toyota Land crusers for public transportation. A modern garage and filling station are also established by GRCO.
- Although not a direct investment of GRCO; through the initiation and efforts of the sub-committees in co-ordinating the communities 5 high schools were built in 5 woredas and some communities have got access to electricity and clean water.

## 3. The Transition From GRCO To GPSDO

GPSDO is a non-government organisation which has evolved as an internal development of GRCO which accumulated experience in the area of self-help schemes. The fact that the major objectives of GRCO are accomplished and that other development needs apart from road construction must be addressed necessitates the establishment of GPSDO in 1988 to accommodate other spheres of development needs.

GPSDO aims at supporting and co-ordinating basic integrated rural development services by mobilising the efforts and resources of the community, government as well as non-government organisations.

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### 3.1 General Approach Of GPSDO

GPSDO believes that all achievements in the construction of schools and health facilities and other social services are attributable to the participation of the Guraghe communities in the planning, implementation and evaluation processes. GPSDO wants to sustain this public support and community participation to fulfil the unfinished schemes of its predecessor organisation (GRCO) and to address other development issues. To this effect GPSDO stretches its organisational structure in all levels of administrative units including development committees at PA level. GPSDO is also interested to make use of ***Edirs*** and ***Equbs*** as instrument of fund raising activities. Especially ***Edir*** leaders are approached to facilitate contributions from each member.

### 3.2 GPSDO's Concerns

The major concerns GPSDO intends to address are provision of potable water, health services, educational facilities, environmental awareness and agricultural support schemes in the areas where ***Sebat-Bet*** Guraghes settled.

The following are stated as major objectives of GPSDO:

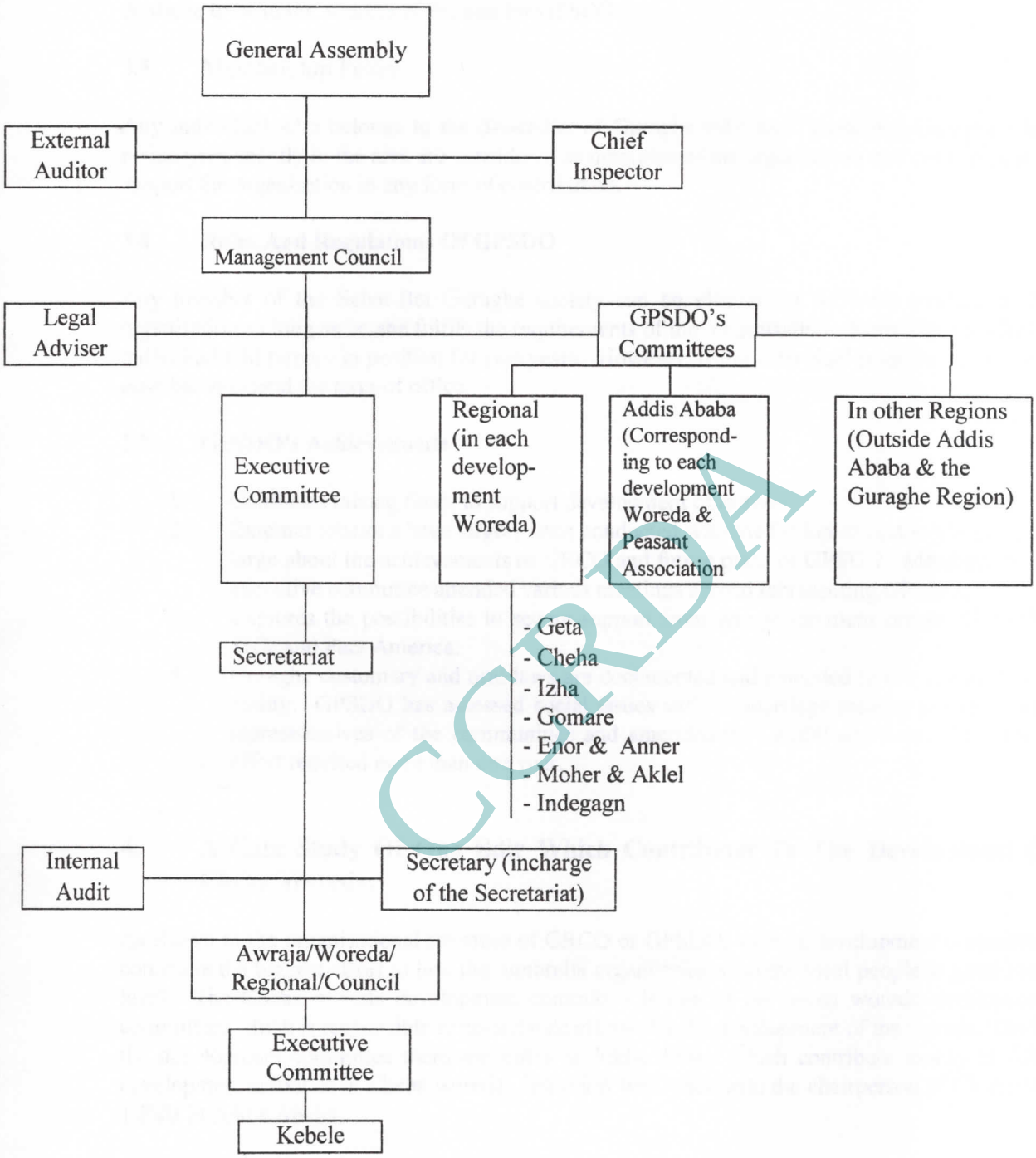
1. Further expansion and improvement of the road network of the area.
2. Expanding educational, health and other public services including water, electricity, postal and telecommunication.
3. Introducing modern agricultural services including irrigation schemes.
4. Encouraging the development of cottage industries, and nurturing the culture and history of the Guraghe people.

### 3.3 Present Organisational Structure

Just as GRCO, GPSDO is organised to involve all section of the society along PA, woreda, zonal, and national levels. In addition to the over 80 employed personnel, GPSDO also involves over 3,000 elected members who render service without any payment. The responsibilities of elected members are discharged using available spare hours.

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## GPSDO's Organisational Chart




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### 3.4 GPSDO's Source Of Income

The contribution of the community in different forms, the income generation schemes and government subsidy will continue to be the major financial sources in order to achieve the major objectives of the organisation. The 25 public transport vehicles which GRCO owned will continue to be major sources of income for GPSDO.

### 3.5 Membership Policy

Any individual who belongs to the ***Sebat-Bet*** of Guraghe tribe and those non-Guraghe who reside permanently in the area are considered as members of the organisation and are expected to support the organisation in any form of contribution.

### 3.6 Rules And Regulations Of GPSDO

Any member of the Sebat-Bet Guraghe society can be elected for different position in the organisation as long as he/she fulfils the requirements of the organisation. Normally, the elected individual will remain in position for two years. However, if the individual is again elected, it is possible to extend the term of office.

### 3.7 GPSDO's Achievements

1. Continues raising funds to support development objectives.
2. External relations have largely been conducted with the Ethiopian and world public at large about the achievements of GRCO and future plans of GPSDO. Members of the executive committee attended various meetings abroad representing GPSDO.
3. Explores the possibilities to secure support from non-government organisations like SNV and Pact America.
4. Guraghe customary and oral laws are documented and amended to suit to the current reality. GPSDO has assessed social issues such as marriage making practices with representatives of the communities and amended the traditional laws. The whole effort required more than one year.

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## 4. A Case Study Of One Edir Which Contributes To The Development Of Cheha Woreda.

As shown in the organisational structure of GRCO or GPSDO, woreda development committees constitute the biggest effort to link the umbrella organisation with the local people at grass roots level. The Cheha woreda development committee is one of the seven woreda development committees which is responsible to co-ordinate efforts for the development of the woreda. Under the development committee there are ***Edirs*** in Addis Ababa which contribute money to fulfil development activities in Cheha woreda. Interview was made with the chairperson of Cheha No. 1 ***Edir*** in Addis Ababa.

### 4.1 Objectives Of The *Edir*

In general, the urban Guraghe are known for their migrant voluntary association such as ***Edir*** and ***Equb*** for the purpose of helping each other in times of crisis and to contribute for self-help development association and for the maintenance of their culture of origin.

Like other Guraghe ***Edirs***, the objectives of the Cheha No. 1 ***Edir*** are the following:

a) To support members financially in times of death
b) To upgrade the mutual existence of the people of Cheha woreda
c) To maintain link between migrant individuals and the rural community in Cheha woreda.

## 4.2 Membership Size And Membership Policy

Membership is open to any individual who descended from the Cheha tribe irrespective of religious affiliation, wealth category and place of residence. At present, the ***Edir*** has 470 members.

## 4.3 Rules And Regulations

Every new member should pay 100 birr registration fee in advance including past financial contributions until the registration date, (i.e. the last balance of cash deposit divided by the number of members will give one's share of contribution). Every members is expected to pay 10 birr regular contribution plus 2 birr for development contribution. When a member dies, every individual should contribute birr 5 for funeral ceremony. Every member who resides in Addis Ababa should attend meetings of the general assembly.

Regarding benefits every member gets 7000 birr on the death of the husband and/or wife. Every member is entitled to elect and be elected.

## 4.4 Organisational Structure

The general assembly is the supreme authority of the ***Edir*** and meet twice in a year. The general assembly elects the executive committee members every two years. The CBO has one executive committee comprised 12 members including chairperson, vice chairperson, secretary, vice secretary, accountant, assistant accountant, head and vice head of cultural and social affairs, treasures and assistant treasures, store keeper and inspector. The executive committee is accountable to the general assembly with two years term of office and possibility of relocation. It has two regular meetings in a year. It's tasks include collecting monthly contribution, provide financial support to members on funerals, and preparing progress reports.

## 4.5 Achievements Of The *Edir*

Apart from the financial support among individuals in times of crisis, the ***Edir*** has recently started to back up the Cheha development initiative with financial contributions from each member. The ***Edir*** members which make up the Cheha woreda development committee have contributed to the construction of the roads in the woreda and the provision of electricity and table water to Endibir (Capital of the woreda).

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## 5. Opinions On The Strengths, Weaknesses, Opportunities And Threats Of GPSDO

Different individuals were interviewed to assess the performance of GPSDO. These include GPSDO board members, a member of Cheha woreda development committee, two elders who actively participate in GPSDO activities, an administrator of Cheha woreda, and head of women's affairs office for Guraghe zonal administration. The attempts to interview head of the economic affair for Guraghe zonal administration and head of the road construction authority of the zone were not successful.

The following issues are results of the discussions held with the above mentioned informants.

### 5.1 Strength

- All informants are of the opinions that GPSDO and its predecessor GRCO have played pioneer organisational role to break the communication problem of the Sebat-Bet Guraghe people. All have agreed on the significance of the roads and their impacts on the movement of people and goods and the provision of social services and the role played by GRCO to mobilise the whole Guraghe community.

### 5.2 Weakness

- Issues concerning the weakside of GPSDO comes from the Cheha woreda administrator and head of the Women's Affairs Office. Both mentioned that GPSDO resisted the question of the establishment of a pan-Guraghe development association as an umbrella organisation for the whole Guraghe people. Secondly, it is stressed that the toll system set by GRCO on vehicles crossing the roads as one source of revenue was unjust which weakened trade and movement of vehicles. Both comments, however, were not accepted by GPSDO board members mentioning that GPSDO has played significant role for the idea of establishing an umbrella association and that the toll system is set up by the people not by the organisation.

### 5.3 Threats

- One informant suggested that GPSDO can no longer continue to make use of unsalaried personnels to run organisational activities. He said that GPSDO needs to pay the necessary financial reward to un-salaried professionals.
- Contrary to government representatives other informants mentioned that the local government's intervention to lift the toll system which used to be the major source of income is tantamount to destroy the organisational entity of GPSDO. They said that it is a threat for smooth operation of the organisation.
- One informant commented that GPSDO need to shift its emphasis from the transport sector to other schemes. He said that this sector is susceptible for corruption.

### 5.4 Opportunities

- GPSDO has started establishing networks with NGOs which can support the development effort through trainings and funding.
- One informant suggested that GPSDO should be restructured and establish a board of directors with salaried professionals to execute activities.

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## Appendix 2: Directory Of Current NGO/CBO Collaboration In Ethiopia

| No | Name of Organisation | Sectors of Involvement | Operational Areas |
|---|---|---|---|
| 1 | OXFAM UK/I | - Development<br>- Rehabilitation<br>- Welfare/relief | Region 4 (Deder) and in different Kebeles of Dire Dawa and Addis Ababa |
| 2 | Community Aid Abroad (OXFAM in Australia) | - Development<br>- Rehabilitation | Region 1, 3,4 |
| 3 | Medicines Sans Frontier (Swiss section) | - Development<br>- Rehabilitation | Region 3<br>(Wag-Hamra Zone) |
| 4 | ACORD- Agency for Co-operation & Research in Development | - Development | Region 12, 14 & Dire Dawa |
| 5 | Save the Children Fund (UK) | - Development<br>- Rehabilitation<br>- Welfare/relief | Region 3,5 and Southern region |
| 6 | DOC/UDP (Daughter of Charity Urban dev't Project) | - Development | Region 14<br>(Woreda 9 & 10) |
| 7 | Ethiopian Evangelical Church Mekane Yesus | - Development | Region 4, Southern Region (Ziqualla (East Shoa), Awassa Zuria |
| 8 | Women in Development (WID-Ethiopia) | - Development | Region 14<br>(Woreda 14 & 10) |
| 9 | Nazareth Children's Center & Integrated Development (NACID) | - Development<br>- Rehabilitation<br>- Welfare/relief | Region 1, 14, 4<br>(Woreda:- Eastern Tigray, Woreda 23, Eastern Shoa) |
| 10 | Gondar Region Relief Rehabilitation & Development Association (GRRDA) | - Development<br>- Rehabilitation<br>- Welfare/relief | Region 3, (North and South Gondar) all woredas in the zone |
| 11 | Food for Hunger Int. (FHI) | - Development<br>- Rehabilitation | Region 3, 4 and Southern region |
| 12 | Canadian Physicians for Aid & Relief Ethiopia | - Development<br>- Rehabilitation | Region 3,4<br>Woreda Lai Gonjint, Girar Jarso / D. Libanos, Yaya Gulele and Were Jarso |

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| No | Name of Organisation | Sectors of Involvement | Operational Areas |
|---|---|---|---|
| 13 | Catholic Relief Services-Ethiopia Programme (CRS/Ethiopia | - Development<br>- Rehabilitation<br>- Welfare/relief | Southern People's Region, Region 14, and Region 4 |
| 14 | Water Aid Ethiopia | - Development (Water Supply, Sanitation & Health Education Projects) | Region 1, 3, 4 and Southern region |
| 15 | Action Aid Ethiopia | Development | Southern region<br>Woreda: Mareka Gena (Koyasha) |
| 16 | World Vision Int. /Ethiopia | - Development<br>- Rehabilitation<br>- Welfare/relief | Region 1,3,4 and Southern region<br>(12 woredas) |
| 17 | Plan International Ethiopia | Development | Region 14, 3 (Bugna woreda) |
| 18 | Water Action | Development | Region 3, 4 and Southern region<br>Woreda:- Minjar & Shenkora, Hettora & Tiyo, Muget |
| 19 | Goal Ethiopia | Development | Region 4 and Southern region (Guraghe Zone)<br>Woreda:- Fentale and Enemore |
| 20 | PCF<br>Pestalozzi Children Fund | Development | Region 14 and 4 |
| 21 | Redd Barna - Ethiopia (Norwegian Save the Children) | Development | Southern Region<br>(South Omo)<br>(Hamar & Bako Gazer Woreda) |
| 22 | Farm Africa | Development | Region 1,3,4, Southern Region |
| 23 | Help Age International (HAI) | Funding agency | -HAI is not directly operating, however it funds and gives training for government and local NGOs in different regions |
| | | | |
| 24 | SNV- Netherlands Development Organisation | Development | Region:- 3, 14, 4 and Southern region<br>woredas:- Bugna, Gidan, Guder, Kutcha |
| 25 | CARE International in Ethiopia (CARE-Ethiopia) | - Development<br>- Rehabilitation<br>- Relief | Region:- 2, 3, 4, 5 and 14<br>Woreda:- different woredas |
| 26 | Oromo Self-Reliance | Development | Region:- 4 (Akaki and Ada |

CGRDA

| No | Name of Organisation | Sectors of Involvement | Operational Areas |
|---|---|---|---|
| | Association (OSRA) | | Barga woredas) |

**NOTE:** Handicap International, SCF - USA and MSF (France) have responded to the questionnaire but do not work with CBOs.

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| No. | Name of Organisation | Type of CBOs Supported |
|---|---|---|
| 1 | OXFAM UK/I | CBOs organised for development/economic reasons. (Disabled self help groups, soap producers cooperatives, Afoshas) |
| 2 | Community Aid Abroad (OXFAM in Australia) | Water User groups; Credit & Savings groups |
| 3 | Medicines Sans Frontier (Swiss section) | Water Users groups and water committees |
| 4 | ACORD- Agency for Co-operative & Research in Development | All types of CBOs such as social, saving group, income generating group etc. including new village committees |
| 5 | Save the Children (UK) | ***Kire (Edir)*** |
| 6 | DOC/UDP (Daughter of Charity Urban dev't Project) | Edirs and other local groupings |
| 7 | Ethiopian Evangelical Church Mekane Yesus | Voluntarily organised small groups |
| 8 | Women in Development (WID-Ethiopia) | Self-help groups |
| 9 | Nazareth Children's Center & Integrated Development (NACID) | ***Edir*** and Women groups |
| 10 | Gondar Region Relief Rehabilitation & Development Association (GRRDA) | Health and development committees set-up within the peasant associations |
| 11 | Food For the Hungry | ***Edir*** |
| 12 | Canadian Physicians for Aid & Relief Ethiopia | - Saving and credit groups, ***senbete, mahabers***, village development committees |
| 13 | Catholic Relief Services- Ethiopia Programme (CRS/Ethiopia) | - Church and non-church organisations |
| 14 | Water Aid Ethiopia | Steering Committees, Water Committees and Development Committees organised by the localities |
| 15 | Action Aid Ethiopia, Koyasha Rural Development Programme | Saving and credit groups |
| 16 | World Vision International /Ethiopia | Working with traditional leaders "***Lamala molla***" |

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| No. | Name of Organisation | Type of CBOs Supported |
|---|---|---|
| 17 | Plan International Ethiopia | Women's ***Edir*** |
| 18 | Water Action | Mugo Development Association, Sama Senbet Monastery church construction and development association |
| 19 | Goal Ethiopia | Community water committees and community health committees |
| 20 | PCF | ***Sheni, Regie, Millas*** (labour groups) |
| 21 | Redd Barna - Ethiopia (Norwegian Save the Children) | Women income generating scheme based on the traditional Equb |
| 22 | Farm Africa | Development committees; ***Edirs***, saving associations, water development associations |
| 23 | Help Age International (HAI) Ethiopia | Elders Committees |
| 24 | SNV-Netherlands Development Organisation | Voluntary groups are involved, or otherwise already established CBOs like edir |
| 25 | CARE Ethiopia | ***Olla, Mahaber, Edir*** Community selected steering committees |
| 26 | Oromo Self Reliance Association (OSRA) | Started discussions to work with Women ***Edirs*** for credit management and other activities |

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| No. | Name of Organisation | Motivation to Work With CBOs |
|---|---|---|
| 1 | OXFAM UK/I | Thinking that CBOs are democratically self-organised groups. If they are partners, the self- initiated effort will lead to more sustainable programme |
| 2 | Community Aid Abroad (OXFAM in Australia) | . to strengthen local capacity in management of development initiatives<br>. for greater sustainability of development initiatives<br>. to utilise local resources, knowledge and system of organisation and management<br>. most effective entry point to communities |
| 3 | Medicines Sans Frontier (Swiss section) | . to ensure sustainability & inculcate sense of ownership<br>. to develop a self reliant community.<br>. to enhance a community initiated participation all through the project cycle |
| 4 | ACORD- Agency for Co-operative & Research in Development | Because with appropriate support they can be more sustainable medium of intervention |
| 5 | Save the Children (UK) | .we found ***Kire*** in South Wollo well organised to take more responsibility and run short term projects, like spring protection |
| 6 | DOC/UDP (Daughter of Charity Urban dev't Project) | Hopefully they can carry out the activities after handing over |
| 7 | Ethiopian Evangelical Church Mekane Yesus | Since we are dealing with rural development we work with the farmers organisations very closely |
| 8 | Women in Development (WID-Ethiopia) | To help them improve their livelihoods |
| 9 | Nazareth Children's Center & Integrated Development (NACID) | To address community felt needs, participatory development and institutional capacity building |
| 10 | Gondar Region Relief Rehabilitation & Development | As the support we render are identified by the community we believe |

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| No. | Name of Organisation | Motivation to Work With CBOs |
|---|---|---|
| | Association (GRRDA) | that after the completion of the project they will look after it |
| 11 | Food For the Hungry | Community needs require cooperation with a proven social institution |
| 12 | Canadian Physicians for Aid & Relief Ethiopia | These have survived the series of instabilities in the past and are also like minded, self-initiated, viable groups that can sustainably be used as entry points for development interventions |
| 13 | Catholic Relief Services- Ethiopia Programme (CRS/Ethiopia) | CRS/Ethiopia believes that the community is the ultimate beneficiary of the projects. In fact, with time, the community will be the overall responsible body to conduct its own development and/or relief and welfare activities for self-reliance |
| 14 | Water Aid Ethiopia | They are the grass root level organisations which can participate from planning up to implementation of the projects |
| 15 | Action Aid Ethiopia, Koyasha Rural Development Programme | They are the most appropriate and convenient local institutions to render saving and credit services and to discuss common problems of member of the community |
| 16 | World Vision International /Ethiopia | The ***Lamala Molla*** is a highly respected group of elders in which all the clans are represented. They are influential in the community in mobilising people for development activities, in settling disputes, etc. |
| 17 | Plan International Ethiopia | . It's an already existing association<br>. Acceptance of each other has already been formed<br>. No new social structure needs to be formed |
| 18 | Water Action | To ensure the sustainability of projects and strengthen the local capacity.<br>To promote community participation and empower project beneficiaries |

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| No. | Name of Organisation | Motivation to Work With CBOs |
|---|---|---|
| 19 | Goal Ethiopia | Goal has been working in the communities for the last 8 years in Fentale woreda and for 4 and half years in Gunchere woreda. CBOs are effective way of communicating with the broader community. |
| 20 | PCF | CBOs are effective entry points (as far as our experience is concerned) for sustaining development efforts. The sense of ownership is also greater. |
| 21 | Redd Barna - Ethiopia (Norwegian Save the Children) | Radd Barna found out that the women do have a better opportunity and the potential to work together for their own economic benefit |
| 22 | Farm Africa | Ensure sustainability;<br>Civil societies will continue to be prominent features in the development scene<br>Concern of expatriate NGOs should be one of creating and strengthening local NGOs |
| 23 | Help Age International (HAI) -Ethiopia | We believe the committees are very close to older people and understand the needs and problems of older people and this is the way for sustainable development programmes rather than depending on outside sources only to solve older people problems |
| 24 | SNV-Netherlands Development Organisation | SNV wants to build upon existing capacities, knowledge and structures of the involved communities |
| 25 | CARE International in Ethiopia (CARE-Ethiopia) | They are traditionally accepted leading social hierarchy<br>They can easily transmit and convince their fellow men<br>Works done with CBOs will have mass background and can be more sustainable<br>In general they are a very good contact point between the organisation and the community |

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| No. | Name of Organisation | Motivation to Work With CBOs |
|---|---|---|
| | | In general they are a very good contact point between the organisation and the community |
| 26 | Oromo Self Reliance Association (OSRA) | We found out that it is the only community base organisation in the locality |

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| No. | Name of Organisation | Activities In Which NGOs Collaborate With CBOs |
|---|---|---|
| 1 | OXFAM UK/I | Credit /revolving fund scheme, Income generating programmes |
| 2 | Community Aid Abroad (OXFAM in Australia) | Provision of water supplies, Credit facilities, agricultural inputs training, conservation/environmental inputs (e.g. seedlings) |
| 3 | Medicens Sans Frontier (Swiss) | Planning & implementation of water supply schemes, Management in operation & maintenance of operational water supply systems |
| 4 | ACORD- Agency for Co-operative & Research in Development | Revolving fund<br>Distribution of seeds & farm tools |
| 5 | Save the Children (UK) | Spring protection |
| 6 | DOC/UDP (Daughter of Charity Urban dev't Project) | Credit & savings -Old groups -Elders- Youth groupings |
| 7 | Ethiopian Evangelical Church Mekane Yesus | Distributing seed, seedlings, farm implements and giving assistance in mobilising the community when their participation is required in certain activity |
| 8 | Women in Development (WID-Ethiopia) | Provision of seed capital to start small business |
| 9 | Nazareth Children's Center & Integrated Development (NACID) | Community seed banks, Health programme, education, rural development, urban development project, environment, day care, credit, child care etc. |
| 10 | Gondar Region Relief Rehabilitation & Development Association (GRRDA) | Springs development for human and animals, health post establishment, HIV/AIDS and Malaria control and prevention endeavour |
| 11 | Food for the Hungry | Forest management and fertiliser distribution |
| | | |
| 12 | Canadian Physicians for Aid & Relief Ethiopia | Saving and Credit, Village level resource management and planning, other micro enterprises, etc. |

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| No. | Name of Organisation | Activities In Which NGOs Collaborate With CBOs |
|---|---|---|
| 13 | Catholic Relief Services- Ethiopia Programme (CRS/Ethiopia) | Agriculture, (seed distribution, cash for work, food for work), environment protection, women poverty lending, health (mostly MCH), water, training and capacity building. etc. |
| 14 | Water aid - Ethiopia | During the planning stage they are the ones who decide for the project, during the implementation stage they are the ones who contribute on cash, labour, local construction materials and take over the project during the completion stage for operation and maintenance of water works |
| 15 | Action Aid Ethiopia, Koyasha Rural Development Programme | Provision of credits, agricultural inputs and basic extension services |
| 16 | World Vision International /Ethiopia | Involving them in identification of project activities, in mobilising community labour, financial and material resources, in implementation, monitoring and evaluation |
| 17 | Plan International Ethiopia | Saving and Credit overall project ownership given to the women group |
| 18 | Water Action | Water supply, sanitation & health education |
| 19 | Goal Ethiopia | Enabling communities to manage their own water systems and to build their own health posts. |
| 20 | PCF | Distributing coffee seedlings, spring protection, animal health care, horticulture |
| 21 | Redd Barna - Ethiopia (Norwegian Save the Children) | Facilitating the traditional women income generating scheme and provision of start up capital for the different groups organised under these schemes |
| 22 | Farm Africa | Community/joint forest management; dairy goat development, eco-tourism; community managed horticulture, nurseries; small scale irrigation |
| | | |
| 23 | Helpage International Ethiopia | Granting committee development fund which they can spend at this discretion, granting shelter repair fund & credit scheme for older |

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| No. | Name of Organisation | Activities In Which NGOs Collaborate With CBOs |
|---|---|---|
| | | people and providing training for capacity building and organisation development as well as states training for older people participating in productive schemes |
| 24 | SNV-Netherlands Development Organisation | Saving & credit, water committees etc. |
| 25 | CARE International in Ethiopia (CARE-Ethiopia) | Water development, soil and water conservation works, road construction, seed, farm tools and seedling distributions as well as agricultural extension activities |
| 26 | Oromo Self Reliance Association (OSRA) | Credit for women and flour mill management |

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Appedix: 3

# Workshop Report On NGO- CBO Collaboration

## July 3rd, 1997

### Society For Participatory Development In Ethiopia

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## I. BACKGROUND

The Society for Participatory Development in Ethiopia **(SPADE)**, identified four major research initiatives as part of it's annual programme for the year 1996-97. The research undertaking focused on the following topics:

- Participatory Methodologies-popular methods in Ethiopia and their strength and weaknesses
- NGO-GO Collaboration at the Woreda level
- NGO-CBO collaboration
- Women in Development

A component of the research initiative which focused on NGO-CBO collaboration for development in Ethiopia which was sponsored by OXFAM-UK/Ireland, commenced on mid September 1996 and finalised in mid May 1997. The progress of the research was closely followed up by **SPADE**'s task force which consisted ACORD, GPSDO PCF, Lem-Ethiopia, OXFAM-UK and SOS-Sahel.

## II. Consultative Workshop

In order to disseminate the research findings, SPADE with the financial support of OXFAM-UK/Ireland, organised a one day consultative workshop. The workshop was attended by forty six representatives from local and international organisation participated (refer to appendix for the list of participants). The workshop was opened by Dr. Alula Pankhurst the chairperson for the workshop. After welcoming all the participants, he gave the floor to Ato Yirga Gabre, the chairman of **SPADE**. Ato Yirga gave a brief introduction on SPADE's inception and activities ever since the establishment. In addition to this, he said few words on the objectives and progress of the studies. Further explanation on the objectives of the study on NGO-CBO collaboration was also given. The objectives of the research are:

1. To document experience and potential opportunities for NGO/CBO collaborations for development in Ethiopia, and the various forms this collaboration can take.

2. To analyse the strengths, weaknesses, opportunities and threats for working with CBOs in development

3. To make recommendations for improving NGO/CBO collaboration in Ethiopia.

4. To make recommendations for appropriate mechanisms for ongoing experience-sharing among concerned NGOs and CBOs.

Finally, he thanked OXFAM-UK/ Ireland for supporting SPADE's research initiative. He also appreciated the effort of the task force, for their keen interest and contribution to the study.

This was proceeded by Ato Bekalu Molla's (the researcher) presentation on the highlights of the study on the NGO-CBO collaboration (refer to annex). Following the presentation the floor was given to the resource persons, Ato Dessalegn Rahmeto from the Institute of Development Research of Addis Ababa University and Ato Feleke Taddle from OXFAM-UK/Ireland. The first speaker was Ato Dessalegn Rahmeto. The summary of the comments of the two resource persons is presented below.

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## Comments On the Research

### III. SUMMARY OF COMMENTS - of the 1st speaker

1. Acknowledged that so far not much research has been conducted in this area.

2. The study was constrained by shortage of time.

3. The research team did not comprise multidisciplinary team, which would have been better.

4. Definition of CBOs - What do we mean by it?
   -Voluntary organizations
   - interest groups
   - traditional institutions

* **Generally more distinction is needed**

4. Not comfortable with the idea which relates the inception of the CBOs in Ethiopia to the Italian invasion. Such CBOs must be much older than that. Hence, more investigation is required.

5. CBOs have specific needs and purposes and some traditional organizations have expanded to include other activities. Thus the paper should have discussed the specificity, nature and dynamism of these traditional institutions.

6. With regard to the characteristics of CBOs', it is important to note that:
   - there is mutual benefit which goes along with mutual obligations
   - they are informal, autonomous and flexible

7. When discussing the registration of CBOs, it is important to consider that CBOs are unregistered, do not want to be registered and are successful because they are unregistered. CBOs by practice and tradition are outside the legal framework of the state, which is their strength.

8. Regarding the researcher's description of CBOs as 'democratic', this may not be the right way of describing them, as it may not always be the case. In certain CBOs some members may have more power.

9. Concerning the history of CBOs or CBOs under different regimes: during the Derg period, they were under high pressure, they attracted more people and they were sort of forum for opposition.

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Such condition was also seen in other countries. e.g. Tanzania.

10. The report does not discuss about the real role of CBOs during their partnership with NGOs, how they function, modalities of participation i.e. how are these CBOs carrying out their activities? Do they function independently, work through or for CBOs. Such issues are not extensively treated.

11. Had the report analysed the reasons as to why NGOs failed to be successful in working with PAs, the lessons learnt would have served as an explanation or justification of the NGO-CBO collaboration.

12. It is also important to note that traditional organizations are very fragile on the one hand and on the other hand also very strong - so it is important to ask if they are strong enough to handle some development tasks.

13. Not comfortable with the idea of creating umbrella organization.

14. More information on the relationship between CBOs and the state is important.

15. Generally CBOs can be resistant to some of the ideas proposed in the study such as:
    - forming umbrella organisation
    - more relationship with the state which can jeopardise their autonomy
    - registration

*** Though the idea of CBOs working with NGOs is important it needs to be treated carefully and cautiously.**

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## IV. SUMMARY OF COMMENTS - of the 2nd Speaker

1. Appreciated the research, it is a commendable attempt to document the experiences of NGO- CBO collaboration

2. The review focused on :
   a. the objectives and methodologies of the study
   b. specific issues raised in the research document

3. The research is in line with the objectives

4. The experience of six organisations on collaboration with CBOs is documented. The case studies also cover a wider geographic presentation i.e. five regions both in urban and rural areas.

5. The SWOT analysis is also well done as it highlighted the main issues

6. In terms of the research methodologies employed the researcher used field work, interviews and reviewed secondary data. It would have been best if the researcher could have the opportunity to observe the CBOs performing their routine activities. This would have promoted first hand observation and investigation.

7. As mentioned earlier the researcher was constrained by the limitation of time.

8. With regard to the specific issues raised in the document, the creation of CBOs in Ethiopia, some literature indicate that CBOs go beyond the Italian invasion, the researcher missed to cite such points.

9. Regarding the definition of CBOs, it is not sufficient and clear

10. The Role of CBOs' the author divided CBOs' role into three: CBOs as a symbol of social cohesion, mutual saving and credit (insurance) association and as forum for voluntary based labour contribution. However, certain types of CBOs such as those formed for purely economic (business) activities such as crafts', income generating association and other CBOs to protect the special rights of their members, like associations for the disabled should have been mentioned as well.

12. The researcher collected wealth of information through the case studies but failed to analyse some important aspects of it. For instance, the question regarding the NGOs interest in establishing collaboration, are the NGOs starting from the needs of the CBOs or do they start for their own perspective and use them as instrument

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to sell and sustain their programmes. Such issues should have been dealt with.

13. CBOs in the political administration system of Ethiopia: The researcher reviewed CBOs in the different political administration system. But the Ethiopian case should not be taken in isolation from the international order.

    For instance, the 1960s i.e. during the Emperor Haile Selassie's period, the decade was dedicated to the promotion of community/participatory development under the United Nations and newly independent African and Latin American countries. The formation of the Ministry of Community Development and Social Affairs Training Centre later took the rationale for popular participation or participatory development.

15. Support most of the recommendations suggested by the researcher that
    - re-examination and restructure legislation and creation of positive policy support strategies
    - establishing Joint plan and transparency with partner CBOs
    - Creating vertical and horizontal links among CBOs

Following the comments of the two resource persons, a panel discussion was conducted.

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## V. GROUP DISCUSSION

In the afternoon session, the participants divided into three groups and discussed on few issues. The topics for the discussion focused on the following issues:

***Discussion Themes***

**a.** Review of recommendation made by researcher and identification of future action in terms of
- policy
- research
- programme

**b.** ***Examining:***
* Working definition of CBOs for the forum,
* The necessity of collaboration between CBOs and NGO
* SWOT analysis if collaboration is pursued.
* Refining of 'concepts' and clarification of issues
* Working definition of CBOs for this forum
* The necessity of collaboration between CBOs and NGOs
* SWOT analysis if collaboration is pursued

After the group discussion each group made the following recommendations

## VI. RECOMMENDATIONS

- In reviewing the **National Level Policy,** it was suggested that further study and review on issues related to the policy atmosphere at the various levels should be undertaken. It is also important to maintain regular communication and good relationship with local authorities

- The **research** should have addressed different groups such as pastoralists. It will be useful if further researches consider the different stakeholders: CBOs, NGOs and GOs

- **In pursuing collaboration,** need to be aware that there are different levels of NGOs and CBOs. For instance, some CBOs have by laws and others do not. It is important to make distinctions as such discrepancies can have varied results. Related to this, it was suggested that collaboration with NGOs or GOs need to be initiated by CBOs.

- NGOs should have more physical visit with the members of the partner CBOs. On the other hand, exchange of information between NGOs is essential, thus, more workshops and seminars, need to be organised by umbrella organisations such as SPADE.

**SOME COMMENTS ON THE OVERALL RESEARCH DOCUMENT**

- the research should be inter disciplinary
- historical development of CBOs need to be included
- the legal issues, agriculture extension should be further examined.
- it is also important to consider the proclamations of government on cooperatives
- more literature should have been reviewed
- CBOs should themselves make their own umbrella organisation and NGOs
- GOs can collaborate in creating awareness, capacity building and training

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**SOME COMMENTS ON THE WORKSHOP**

- ♦ government institutions should be called upon such workshops
- ♦ CBO members should also participate

## *GROUP II*

- **Policy at the National Level**
  - ◊ In order to facilitate working with NGOs, CBOs need to register. For instance registration can facilitate processing of loan within the CBOs and account management. Registration is important. Furthermore, registration is important to get legal personality. But the important question that needs to be raised is if CBOs need registration to pursue their own activities.
  - ◊ if CBOs need to register then the decision have to come from them. However, the recommendation only sees it form the NGOs point of view. The need for lobby by SPADE for the registration.
  - ◊ The research should also include the positive and negative impact of registration on CBOs.
- **Local Level**
  - ◊ from the initial stage NGOs have to be transparent and authorities have to be informed on the collaboration and activities with the NGOs. NGOs should work within the government's policies. However, NGOs have the right to experiment their own initiative which sometimes challenge or support the government's policies.
  - ◊ NGOs have to closely work with the local government authorities. However, we have to challenge the authorities if they are not going along with the need of the community. The group agreed there needs to be more cooperation with local authorities.
  - ◊ SPADE should encourage member organisation to involve in participatory planning management of programs and ownership so the word 'handing over' will not be necessary.
  - ◊ If the CBOs are interested to network among each other or establish an umbrella organisation, then recommendation by the researcher in this regard is accepted

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## OVERALL COMMENTS

- ◊ Further research is required to identify the role of traditional CBOs and 'NGO-created' CBOs to understand their characteristics, similarities and differences in order to create a better understanding. However, the current research is a stepping stone for further research and studies
- ◊ if further study on such issues is conducted it has to be multi-disciplinary and have to in-rich the existing research outcome.
- ◊ Other countries CBOs experiences their role in development in Asia and Africa can be important and should be incorporated

## *GROUP III*

- **Definition of CBO**
  - ◊ there are two types of CBOs. These are:
    - * those CBOs that are traditionally established
    - * those created by NGOs for development purposes
  - ◊ the group focused on CBOs that have roots within the community prior the development initiative
  - ◊ the researcher has been concerned with traditional CBOs
  - ◊ it is however important to note that whenever there is intervention there is a change in the role of the CBOs

**Definition:** of CBOs:

⇒ CBOs have a territorial base
⇒ are Self initiated
⇒ are Voluntary
⇒ Have common problems and members are willing to act upon it

**1. What size is the size of the community?**

- ◊ can be small or large, but try to achieve a common goal or have the same purpose
- ◊ there is also a sense of belongingness among members
- ◊ meet regularly

**2. What kind of CBOs exist in Ethiopia?**

- ◊ there are various types of CBOs which can be differentiated by their purpose, function, periodicity and nature (rural or urban)

***Some examples of CBOs in Ethiopia:***

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**Iddir** - burial association
**Debo** - collective labor group
**Equib** - traditional rotating credit and saving association
**Mahbers** - religious associations
**Migrants association**
**Economic CBOs**

a. ***Iddir*** : is burial association, they have other social functions such as weddings

- head of household is the member
- all members of the household benefit
- there is pressure from the community

**Strength**

- comprise different members with different background, income etc. benefit different individual provide security
- there is strong group cohesion

**Weakness**

- can be difficult to target the poor (in pursing collaboration with NGOs)
- size it may extend beyond a given area
- can face problem of leadership and education
- leadership can be dominated by male
- may lack management skill

**Opportunities**

- respect their purpose
- participation foster development
- can sustain development outputs

b. ***Debo***: is labour exchange association with life span

- it is for both male and female
- organised by individual

*** not considered as CBOs- as Debo can be formed and disperse in a day's time.**

c. ***Equib***: rotating credit association

- has both male and female members
- small in size
- has segregating element i.e. rich and poor
- all members belong to the same economic class
- duration depends on the number of members

**Strength**

- good for saving and credit
- mutual support and trust
- using equib as collateral for loans

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**Weakness**

- short life span
- lack of rules and regulation
- lack of modern financial system
- lack of rules and regulation

d. ***Mahber***: religious association

- long span
- both in rural and urban

**Strength**

- permanence as there is mutual interest and self help
- strong cohesion
- for both male and female

**Weakness**

- concerned mostly with only social issues
- exclusively based on family, religion and ethnicity
- absence of rules and regulations
- difficult working with heterogeneous groups

**Opportunities**

- the composition, the purpose and duration may vary in different conditions and context.
- therefore, NGOs must be careful and cautious in their intervention with such ***Mahbers***

On the whole, NGOs should be able to clearly identify the purpose and objectives of the CBOs, therefore it is wise to work with neighbourhood organizations. They also need to carefully asses the implication of the intervention.

## VI. CLOSING

The workshop was formally closed by the director of OXFAM/UK-Ireland. In her closing statement the director expressed her appreciation to the participants for their vigorous participation and enthusiasm they have shown during the day to make the workshop fruitful.

It was also remarked that the workshop has been quite an educational and informative in improving the understanding of current NGO/CBO collaboration experience for development in Ethiopia. Further commented that the strength, weaknesses, opportunities and threats of working with CBOs have also been brought into attention despite the solutions and the relentless efforts required of NGOs, GOs and other stake holders in a more co-ordinated manner.

It was also said that the recommendations put forward in the workshop will further be taken up by all the working groups of SPADE, in their search for sustainable and human centered development. Furthermore, the director assured that OXFAM-UK/Ireland will be keen to continue its all rounded support to make such initiatives successful.

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Finally, the director thanked and congratulated the working group of SPADE, the resource persons and the participants of the workshop.

The workshop was closed with these remarks.

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