**UPDATED MAPPING STUDY OF
NON STATE ACTORS IN ETHIOPIA**

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By the ECO Team

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The views expressed herein are those of the consultants, and therefore in no way reflect the official opinion of the European Commission Civil Society Fund in Ethiopia

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Foreword
This study is aimed at identifying the dimension of Non-State Actors, their activity sectors, thematic areas and their capacity to contribute to the overall national development goal. The study team has made efforts to bring together the multi-faceted landscape of Non-State Actors in Ethiopia, scope of participation and contribution to the on-going development and democratization process. All possible means have been used to collect the relevant data and information necessary to make the mapping study more comprehensive through the incorporation of all NSA typologies and provide a clear picture about the current state of NSA in Ethiopia.

Apart from mapping the NSA types by sector of activities, thematic areas and geographic coverage, the study attempts to identify and characterise observed trends in the growth and engagements of NSA. Moreover, the team has attempted to identify and define processes, actors, resources, responsibilities, modalities of interaction and existing cooperation in the sector and also modalities of interaction and cooperation amongst NSA and between NSA and other actors. Furthermore, NSA capacity to participate and contribute to the national development goals as well as for policy processes has been analyzed with depth. Considerable efforts have been also geared to identifying the major challenges and problems faced and also the existing capacity limitations and the support needed to build NSA capacity to participate and contribute to the development endeavours and democratization process.

The 2008 EC NSA Mapping Study Team

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Acknowledgments

List of Acronyms

AACCSA	Addis Ababa Chamber of Commerce and Sector Associations
AAE	Action Aid Ethiopia
ABE	Alternative Basic Education
ACP	African, Caribbean and Pacific
ACSI	Amhara Credit and Saving Institution
ACSOT	Association of Civil Society of Tigray
ADA	Amhara Development Association
ADB	African Development Bank
ADRA	Adventist Relief and Development Association
AELHA	Association of Ethiopians Living with HIV/AIDS
AEMFI	Association of Ethiopian Micro-Finance Institutions
ANC	Antenatal Care
ANFEAE	Adult Non-formal and Formal Education Association of Ethiopia
ANPPCAN	African Network for the Protection and Prevention of Child Abuse and Neglect
ANRS	Afar National Regional State
APDA	Afar Pastoralists Development Association
APDF	Afar Pastoral Development Forum
ARO	Associations Registration Office
BEAE	Basic Education Association Ethiopia
BOA	Bureau of Agriculture
BOE	Bureau of Education
BOLSA	Bureau of Labour and Social Affairs
BSDA	Boro Shinasha Development Association
BSG	Benishangul - Gumuz
BSGR	Benishangul – Gumuz Region
BSGRWA	Benishangul – Gumuz Region Women Association
CA	Civic Association
CAFOD	Catholic Agency for Overseas Development
CANGO	Canadian Non-Governmental Organisation
CANU	Child Abuse and Neglect Unit
CBRHA	Community Based Reproductive Health Agents
CBRN	Community Based Rehabilitation Network Ethiopia
CCFC	Christian Children's Fund of Canada
CCFI	Christian Children's Fund Inc.
CDHRA	Council for Democracy and Human Rights Association
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEWARM	Conflict Early Warning Mechanism
CFAO	Children and Family Affairs Office
CFGB	Canadian Food Grains Bank
CHAD-ET	Children Aid Ethiopia
CISP	Comitato Internazionale per lo Sviluppo dei Popoli
CLCBS	Centre for Local Capacity Building Service
CORHA	Consortium of Reproductive Health Associations
CPAR	Canadian Physicians for Aid and Relief

CPU	Child Protection Unit
CRDA	Christian Relief and Development Association
CRDA-RLO	Christian Relief and Development Association Regional Liaison Office
CRS	Catholic Relief Service
CSF	Civil Society Fund
CSF PSC	Civil Society Fund Programme Steering Committee
CS-CAFE	Civil Society Coalition Against Famine in Ethiopia
CSSP	Civil Society Support Programme
CSW	Commercial Sex Worker
CTF	Cotonou Task Force
CVEA	Civic and Voter Education Association Ethiopia
CVM	Commitato Voluntari Marchgian
CYFAD	Children, Youth and Family Affairs Department
DAG	Development Assistance Group
DCA	Dan Church Aid
DECSI	Dedebit Credit and Saving Institution
DFID	Department for International Development
DPFS	Disaster Prevention and Food Security
DPPA	Disaster Prevention and Preparedness Agency
DPPC	Disaster Prevention and Preparedness Commission
EBA	Ethiopian Bar Association
EC	European Commission
ECC	Ethiopian Catholic Church
ECC/SDCO	Ethiopian Catholic Church Social Development Coordination Office
ECCSA	Ethiopian Chamber of Commerce and Sector Associations
ECO	European Consultants Organisation
ECS/ADCS	Ethiopian Catholic Church - Adigrat Catholic Secretariat
EECMY	Ethiopian Evangelical Church Mekane Yesus
EFPD	Ethiopian Federation of Persons with Disabilities
EGLDAM	Ethiopia Goji Limadawi Dirgitoch Asewegaj Mahiber
EHSP	Ethiopian Health Service Professionals
EIFDDA	Ethiopian Inter-Faith Development Dialogue and Action
EKHC	Ethiopian Kale Heywot Church Development Programme
EMA	Ethiopian Medical Association
EMDA	Ethiopian Muslims Development Agency
EMRDA	Ethiopian Muslims Relief and Development Association
EMWBCDO	Ethiopian Mule Wangle Believers Church Development Organisation
ENA	Ethiopian Nurses Association
ENDA	Environmental Development Association
ENMA	Ethiopian Nurse and Midwives Association
EOC	Ethiopian Orthodox Church
EOC/DICAC	Ethiopian Orthodox Church Development and Inter-Church Aid Commission
EPA	Environmental Protection Agency
EPHA	Ethiopian Public Health Association
EPRDF	Ethiopian People's Revolutionary Democratic Front
EWLA	Ethiopian Women's Lawyers Association

FBDOs	Faith Based Development Organisations
FfE	Forum for Environment
FGAE	Family Guidance Association of Ethiopia
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
FHI	Food for the Hungry International
FP	Family Planning
FSCE	Forum on Street Children Ethiopia
FSS	Forum for Social Studies
GDP	Gross Domestic Product
GFTAM	Global Fund for Tuberculosis, AIDS and Malaria
GIPA	Greater Involvement and PLWHA Associations
GPDC	Gambella Peace and Development Council
HAPCO	HIV/AIDS Prevention and Control Office
HARDA	Harari Relief and Development Association
HBC	Home Based Care
HCS	Harangue Catholic Secretariat
HEKS	Hilfswerk der Evangelischen Kirchen Schweiz
HEP	Health Extension Programme
HFH	Hope for the Horn
HSDP	Health Sector Development Programme
HTP	Harmful Traditional Practices
IDP	Integrated Development Programme
IEC	Information, Education and Communication
IFBDOs	International Faith Based Development Organisations
IFSO	Integrated Family Service Organisation
IGA	Income Generation Activity
IGAD	Inter Governmental Agency for Development
IIRO	International Institute for Rural Reconstruction
ILO	International Labour Organisation
IMF	International Monetary Fund
IOE	International Employers' Organisation
JeCCDO	Jerusalem Children and Community Development Organisation
LWF	Lutheran World Federation
MAP	Multi Country AIDS Project
MAPPP	Medical Association of Physicians in Private Practice
MBAs	Membership-Based Associations
MDG	Millennium Development Goal
MEF	Micro-Enterprise Forum
MFI	Micro-Finance Institution
MIS	Management Information System
MKCRDO	Meserete Kirstos Church Relief and Development Organisation
MOCB	Ministry of Capacity Building
MOJ/ARO	Ministry of Justice-Association's Registration Office
MOLSA	Ministry of Labour and Social Affairs
MOTI	Ministry of Trade and Industry

MOWA	Ministry of Women Affairs
NCA	Norwegian Church Aid
NEPAD	New Partnership for Africa's Development
NEWA	Network of Ethiopian Women Associations
NFE	Non Formal Education
NGO	Non-Governmental Organisation
NNGOs	National Non-Governmental Organisation
NSA	Non–State Actors
OATU	Organisation of African Trade Unions
ODA	Oromia Development Association
ONRS	Oromia National Regional State
ORDA	Organisation for Rehabilitation and Development in Amhara
OSSA	Organisation for Support Services Against AIDS
OVC	Orphan and Vulnerable Children
PA	Professional Association
PANE	Poverty Action Network of Civil Society in Ethiopia
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PBS	Protection of Basic Services
PCAE	Pastoralist Concern Association Ethiopia
PEC	Pan-African Employers Organisation
PEPFAR	President's Emergency Plan for AIDS Relief
PFE	Pastoral Forum Ethiopia
PLWHA	People Living With HIV/AIDS
PPP	Private Public Partnership
PRSP	Poverty Reduction Strategy Paper
PSNP	Productive Safety Net Programme
PTA	Parent Teacher Association
PWD	People With Disabilities
RBA	Rights Based Approach
RDA	Regional Development Association
RHAPCO	Regional HIV/AIDS Prevention and Control Office
RNGO	Regional Non-Governmental Organisations
RUFID	Rural Financial Intermediation Programme
SCD	Save the Children - Denmark
SCF/UK	Save the Children Federation United Kingdom
SC/USA	Save the Children – United States of America
SENM	Swiss Evangelical Nile Mission
SEPDA	Southern Ethiopian People Development Association
SIDA	Swedish International Development Agency
SLUF	Sustainable Land Use Forum
SNNPR	Southern Nations, Nationalities and Peoples' Region
SNRS	Somali National Regional State
SPDF	Somali Pastoral Development Forum
STI	Sexually Transmitted Infection
TDA	Tigray Development Association
TGPDO	Tukret for Gumuz People Development Organisation

TNRS	Tigray National Regional State
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
TWA	Tigray Women Association
UECSA	Union of Ethiopian Civil Society Associations
UN	United Nations
UNCRC	United Nations Convention on the Rights of Children
UNDP	United Nations Development Programme
UN-ECA	United Nations Economic Commission for Africa
UNICEF	United Nations Children Fund
UNISOD	United Society for Sustainable Development
USAID	United States Agency for International Development
USD	United States Dollars
VAT	Value Added Tax
VAW	Violence Against Women
VCT	Voluntary Counselling and Testing
WATSAN	Water and Sanitation
WB	World Bank
WLWHA	Women Living With HIV/AIDS
WTO	World Trade Organisation
WVE	World Vision Ethiopia

Executive Summary

This document presents findings and recommendations arising from a three-month intensive and extensive work undertaken by a three-person consultant team commissioned by EC-CSF in Ethiopia. The prime objective of this exercise is updating the Non-State Actors (NSA) Mapping exercise carried out in 2004. For the European Commission - Civil Society Fund (EC-CSF) this exercise is expected to provide an updated picture of the distribution, coverage, and contributions of NSA. This is hoped to assist the planning and implementation of subsequent programmes aimed at enhanced NSA participation as expected by the Cotonou Agreement between European and ACP countries. Moreover, the study is also expected to provide information that would be relevant to other donors and stakeholders to understand the NSA landscape and inform strategies and programmes related to and in support of NSA.

The exercise is focused on NSA which are defined as "*entities that include economic and social partners, including non-governmental organisations, trade union organisations, cooperatives and civil society entities outside the government structure. For the purpose of the CSF programme as well as this study, the definition does not refer to the private sector.*" While excluding the business entities of the 'private sector', the sectoral associations and chambers of the private sector that aim at facilitating initiatives around social objectives are included and discussed as elements of NSA.

In terms of focus, the study has endeavoured to respond to the eight specific objectives indicated in the terms of reference outlined below:

1. To update the 2004 NSA Mapping Study by providing information on how many, what kind and where, geographically and thematically, NSA are currently working in Ethiopia.

2. To complement the 2004 NSA Mapping Study and other relevant studies, notably by updating the 2004 NSA Mapping Study and complementing the analysis on how NSA organise themselves in networks and coordination fora and how this benefits their contribution to development objectives.

3. To assess and present qualitative and quantitative information on the contribution NSAs make to the national development and democratisation processes, particularly within the framework provided by the Plan for Accelerated and Sustained Development to End Poverty (PASDEP), but also historically before the adoption of the latter and illustrate trends.

4. To highlight the challenges and opportunities that NSA face in terms of contributing to the national development process and propose solutions.

5. To assess the capacity of NSA in contributing to national development objectives, reporting developments, if any, in NSA capacity and highlighting what capacity development requirements still exist.

6. To identify needs of NSA, especially in relation to capacity-building, with a view to improving their contribution to the development process and reinforcing their engagement. Furthermore, to propose strategies for such capacity-building support that could help in future programme design.

7. To assess the status and quality of dialogue and co-operation between the Government (GoE) and NSA towards achievement of national development objectives and propose measures to improve such dialogue and co-operation, if applicable.

8. To review how NSA have been involved in policy development and monitoring, and assess whether the implementation of the CSF has so far had measurable impact on such involvement.

In addition to the document review, the Team has attempted to capture views of NSA as well as coordinating and collaborating governmental officials at federal, regional and local levels.

The following are main conclusions and recommendations offered on the basis of the findings:

Main Findings:

1. **Compared to 2004, the size of the different NSA typologies has shown an overall increase.** Particularly**, t**he number of national NGOs and religious institutions has tripled. The 2004 NSA Mapping exercise reported that there were 540 National Non-Governmental Organisations (NNGOs). According to the registry of the Ethiopian Ministry of Justice (March 2008) the number of National NGOs having certificate of registration from the Associations Registration Office (ARO) has grown to 1981. The number of registered religious institutions up-surged to 690 from 192 in 2004. The same is true for the number of cooperatives which rose from 7,740 Basic Cooperatives in 2004 to 19,147 in 2007, and 112 Unions of Cooperative as new additions to the NSA landscape[1]. Likewise, growth in the number of NSA has been boosted by the emergence of more and more regional and zonal-level registered NSAs.

2. The **liberalization of registration of NSA** by the Regional Justice Bureaus as well as other local factors have resulted in the emergence of large numbers of diversified regional and sub-regional NSAs aiming at promoting socio-economic, cultural and development objectives. A case in point, the Bureau of Justice in Amhara region has delegated zonal-level Notary Offices to register not-for-profit associations operating within their mandate areas. As a result a total of 317 NSA (including Associations of People Living With HIV/AIDS (PLWHA), People With Disabilities (PWD), the Elderly, Women, Art and Culture and Professionals, Iddir Unions and Charities) have acquired certificates of registration[2]. It is believed that these developments are positive in terms of facilitating and exercising the right to Association, and providing institutional frameworks for making decentralization work, in the near future.

3. **There is positive trend in the mix and distribution of NSA across regions.** Information from the regional NGO coordination offices show that in terms of numbers, Oromia and Addis Ababa on the one hand have the highest number of operational NGOs and Faith Based Development Organisations (FBDOs) and Harari, Gambella and Dire Dawa on the other hand have the least number. Compared to the 2004 NSA Mapping findings, this survey is convinced that the mix and distribution of NSAs across regions has improved. In the first place, more development focused International Non-Governmental Organisations (INGOs) have established operational presence in remote and emerging regions like Benishangul - Gumuz (BSG), Afar and Somali, and this in turn has contributed to the emergence and strengthening of regional NSAs. As a result, some of the regional NGOs, Membership-Based Associations (MBAs) and Development Associations have become operational, and this has contributed to increased distribution of NSA across regions and local administrations. Moreover, some national NGOs with the support of partner INGOs have extended their participation into regions. The fact that relatively few number of NSA operate

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[1] 'However, the new draft <u>Charities and Societies Proclamation</u>, which is under discussion, proposes to exclude cooperatives from the category of civil society, against existing definitions of Civil Soicety Organisations (CSOs) provided by the MOCB and the classification of NSA in the Cotonou Agreement which identifies cooperatives as NSA'.

[2] Number of regional-level registered NSA- 224 (Tigray), 44 (Benishangul Gumuz) 269 (Harari) 119 (Dire Dawa)

in Harari Region and Dire Dawa City refutes the outlook that NSAs are more interested and concentrated in urban areas.

4. **Iddir Unionisation -** The process of Iddir unionisation and formal registration as coordinated local level self-help and social development forces is in motion and this has contributed to the transformation of NSA architecture at local levels in many of the urban centres. Some of the traditional roles of local NGOs and FBDOs, for instance in child development and environmental sanitation programs are handled by these local level self-help organisations, and hence is calling for the redefining of roles and repositioning of participation.

5. **The collaboration and interaction amongst the various typologies of NSA has increased** both at national and regional levels. This is facilitated by some of the recently formed NSA networks like Poverty Action Network of Civil Society in Ethiopia (PANE), Union of Ethiopian Civil Society Associations (UECSA), Ethiopian Inter-Faith Development Dialogue and Action (EIFDDA) and Network of Ethiopian Women Associations (NEWA), at national levels, and regional apex bodies like Association of Civil Society of Tigray (ACSOT). As a result, opportunities for joint internal dialogue, sharing, and promoting collaborative initiatives among NGOs, FBDOs, MBAs, Professional Associations, Trade Unions and others have expanded. The tiered-approach being promoted by donor agencies (example USAID and SIDA) has also provided a model for collaboration among INGOs, FBDOs and NNGOs and local FBDOs.

The survey found 23 national and 25 region-based apex and network structures of NSA, most of which have legal personality. These structures are engaged in facilitating information and experience exchange activities, external relations, representation and channelling of resources to support member's programmes. The findings show that the trend of network expansion has provided improved opportunities for individual NSAs to be part of group processes and also gain from what is made available through such platforms.

6. **The domestic resource base of NSA is unchanged** - MBAs including Regional Development Association (RDAs) and Professional Association (PAs) collect membership subscriptions from members, but the amount is universally inadequate to support meaningful participation and contribution. Hence, donors (NGO, bilateral and multilateral sources) remain sole sources of funding for the growing and expanding NSA sector. The Swedish CSO Cooperation Programme, the EC/CSF, the President's Emergency Plan for AIDS Relief (PEFPAR) and Productive Safety Net Programme (PSNP) receive from USAID; and HIV/AIDS funding from HAPCO (including Global Fund for Tuberculosis, AIDS and Malaria (GFTAM)) were amongst major sources of fund for NSA programmes during the last four years.

7. There is a generally positive donor interest to scale-up support for the NSA sector. Side by side to social service provision; capacity strengthening, particularly in the areas of democratisation, human rights, advocacy and governance, have become core focuses of some of the donor support for NSAs, and this is an encouraging development. Regarding support strategies, donors are opting for harmonised approach that is believed to facilitate the scaling-up of support while reducing the transaction costs for each individual agency. As progress indicator, five bilateral donors have developed a five-year Civil Society Support Programme (CSSP) which is expected to commence grant allocation in early 2009. Regarding funding targets in geographical terms much more work is needed to ensure fund outreach to the periphery, and ensure equity so that the regional and local level NSA are provided with resources for enhanced participation.

8. **Injecting significant amount of development aid** - The NSA, particularly NGOs and FBDOs make marked contribution to the national pool of development aid by mobilizing and injecting significant amount of financial and technical resources. Aggregation of financial values of on-going projects (which does not include all) acquired from regional data bases since 2004 is found to be 9.67 Billion ETB (about 1 Billion USD), and on average this adds to an annual injection of 200 Million USD[3].

9. From the registries of regional governmental coordination offices the survey found out that NSA have a total of 2062 on-going projects in different parts of the country and diversified focuses. The following are key observations related to regional distribution of these projects as well as the resources for their implementation:

    - On the one hand, Oromia, Southern Nations, Nationalities and Peoples' Region (SNNPR) and Amhara Regions have the uppermost number of on-going projects, i.e. 814, 342 and 317 projects, respectively. On the other hand, Dire Dawa has 24 on-going projects, Gambella 19 and Harari 18 indicating a lower number of on-going projects.

    - Nearly 90 percent of the total NSA resources was targeted to operations in Oromia, Amhara and SNNP regions as well as Addis Ababa. Out of the balance, five percent went to Tigray, and only the remaining five percent was channelled to a cluster of emerging 'smaller' regions.

    - Regarding sectoral/thematic focuses, the survey found out that during the period, integrated projects (that is rural and urban socio-economic development and food security projects) received the largest share of NGO funding (about 32%). Other sectoral/thematic areas that received significant share of the NSA funding, in order of importance were, child development 23%, health and HIV/AIDS 20% and education and water with a respective share of about seven and six percents.

10. The survey found out that HIV/AIDS, Orphan and Vulnerable Children (OVC) support and Basic Education are major participation areas of NSA where high-level of impact is attained at local and national levels. This is brought about through mobilization of diverse typologies of NSAs (social capital mobilization) and their integrated participation at all levels and in different activity areas. Lessons should be taken from these focus areas to enhance effectiveness of participation in other sectors.

11. **NSA contribution corresponds to key national policy directions**. All of the innovations and most of the contributions of NSAs including service delivery by NGOs,. RDAs and FBDOs, and the advocacy engagements by Professional Associations, NGOs and Apex organisations matches with and follow national development priorities and policy lines. What is missing is a consolidated and shared national drive and capacity for scaling-up of these potential policy contents through involvement of NSA, e.g. in policy committees, programme and projects coordination platforms, etc. at federal, regional and local level.

12. **The depth and breadth of NSA participation, particularly at regional levels has improved and shown positive trend.** In addition to the traditional basic services and social welfare oriented projects, NSA segments and structures take part in sectoral and regional planning and implementation coordination structures. Increasing support is provided to institutional building initiatives (social capital), promotion of good governance, support to action researches, linking-up and mobilization of other actors, and facilitation of social dialogue around various issues related to poverty and vulnerability.

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[3] The indicated amount is basically the NGO and FBDO budget, and does not include budgets of Professional and Civic Associations, Associations of the Private Sector (Chambers), and most of the mass-based Associations. Hence, the actual amount would be far bigger than this.

13. **Cooperation between NSA and the government, at different levels present a mixed picture** - At national level and across sectors of participation, frameworks for macro-level cooperation are still underdeveloped. At regional and local levels, relatively well defined and functional frameworks for cooperation are in place. Avenues for participation in joint planning and coordination of sectoral programmes (annual reviews) and avenues for joint appraisal of partnership framework (through GO-NGO Forums) are becoming more regularised and are expanding to different layers of administration.

14. There are some encouraging starts towards strengthening interaction and coordination between NSA and donors at federal level. The new five-year CSSP of donors, that is anticipated to commence in early 2009, is a clear evidence of donor progress towards harmonisation and scaling-up of support to NSAs. As a compliment to the on-going EC/CSF, the CSSP will contribute to enhancing participation of NSA in areas of governance and human rights. Regarding NSA-donor interactions the UNDP/Development Assistance Group (DAG) and the Cotonou Taskforce have established promising frameworks or forums which however, have to be further strengthened.

15. Trends

- The survey found out that the number of NSA (particularly NNGOs) newly registering each year at the federal MOJ/ARO level has been declining since 2005. However, regional level registering NSAs have substantially increased.

- Regional Development Associations (RDAs) and regional membership associations of youth and women are increasingly challenged to accommodate and cooperate with increasing numbers of a range of regional NGOs and sub-regional development associations. A strategic support for this transformation is needed so that opportunities are not wasted.

- Network and apex organisations are increasingly involving in capacity building programmes where grant-administration is a core activity. A separate and in-depth investigation and strategic direction is needed to make sure that this role does not compromise the core purpose of facilitating interactions and advocacy. This is an important action as the latter remains one of the gaps in the Ethiopian NSA landscape.

- The traditional role of NGOs in emergency resource administration appears to have declined over the last five years. Improvements in climatic conditions (absence of major drought) and the introduction of Productive Safety Net Programme (PSNP) are major factors for declining emergency roles of NGOs. Thus, it can be said that now more emphasis is given to addressing livelihood programs of longer-term perspective, of affected population.

- Most of the newly emerging INGOs no longer focus on rural and agricultural interventions, but instead concentrate on specialised areas such as HIV/AIDS (IEC, care and support, including ARV drugs, OVC support and nutrition); child adoption; rural and urban environment/ecology; promotion of rights of socially disadvantaged and excluded groups (children, women, People With Disabilities (PWDs), etc.); and, socio-economic researching.

- In some regions, the survey has observed that some NSA are delegated by the regional government to implement projects financed by donors. Examples can be found in Tigray and Somali. This is an important start initiated with due recognition to comparative advantages of NSAs in respective fields and hence should be facilitated and strengthened.

- The survey has observed increasing presence of NGO regional offices (in Amhara, SNNPR and BSGR), which have been established as strategic entry points for enhancing collaboration and dialogue with regional administrations. This has indeed contributed to the formation of operational taskforces and regional networks. Thus, the process is indicative of NGO support for facilitating decentralized governance and orientation towards enhancing decentralized participation.

- The disjointed practice of NSA coordination remains as it was in the past. At institutional level there is fairly good amount of data and information: both at federal and regional levels. However, inconsistency is observed in information and data collected from different regulatory bodies, which makes it difficult to construct a consolidated picture of the participation and contribution of NSA at country-level. This could be one of the reasons why there is a generally low level of appreciation and inconsistency in acknowledgement of the contributions of NSA at policy level. Related to this, the survey found that in most of the regions, the level of involvement of the regional Disaster Prevention and Preparedness Bureaus (DPPBs) or Offices in the coordination of NGO operation has declined. Some of the regions have formally shifted the coordinating mandate to the Finance and Economic Bureaus, and all the regions have downgraded the organisational profiles of the DPPBs into departments or divisions under the Agriculture and Rural Development Bureaus. The operational linkage of NSA to the regional Finance and Economic Development Bureaus in general is considered as a positive move; in recognition of facilitating grounds for meaningful participation.

- In some of the conflict prone parts of the country, cross-sections of NSA have made most attempts of self-organizing and participating in conflict transformation and peace building. A case in point is the Gambella process. This trend has to be further encouraged and supported in the coming years.

Recommendations

- Build capacity for scaling-up processes (quantitative, functional, organisational and political scaling-up);

- Promote an out-reach oriented and tiered-approach for resource allocation for different typologies of NSA;

- Facilitate and support regional networking and engagement processes (raising awareness, encouraging networking, researching and communicating capacities);

- Facilitate the dynamics in regional development associations and other regional associations aimed at enhancing collaboration and interdependence;

- Support Iddir transformation process to improve their democratic functioning and strengthen their service delivery and resource mobilisation capacity;

- Provide an advisory service for new calls for proposals and stimulate actions at regional level;

- Undertake further research to investigate potential effects of grant administration role of networks and apex organisations on the efficacy of other mandate areas;

- Support initiatives for upgrading the Management Information System (MIS) of NSAs and regulatory structures of the government so as to overcome the inherent inconsistency and lack of harmonization of existing database systems both at federal and regional levels;

- Support national associations of private sector so as to enable them to strengthen and mobilize their regional and sub-regional branches and promote engagements at these levels; and

- Support social economy organisations (cooperatives - basic, unions and federations) so as to enhance their participation in social and local development processes.

1. Background

1.1. Introduction

In the face of rapid globalization and growing liberalization African as well as other developing countries are obliged to promote governance that assures more effective utilization of potential and available resources in the State, the private profit-making sector, civil society and also international cooperation's for meeting socio-economic development ends. In other words, assuring sustainable human development requires active participation of all economic actors in a broad-based social partnership framework, where each is enabled to contribute in areas of its comparative advantage.

In relative terms, there is clarity on the identity, characteristics and roles of the State and the private sectors. When it comes to civil society, views and understandings are diversified. This situation is considered as basic conceptual deficiencies in social science especially when describing phenomena that are neither market nor state-related[4]. However, there is no disagreement on the complexity and multi-faceted nature of civil society as a concept. According to Anheier, the concept of civil society acquired particular importance in social sciences following the transformations in former central and eastern socialist European countries and widespread democratization processes in many countries[5].

As noted above, there are multiple understandings of civil society. According to CIVICUS World Alliance for Citizen Participation, civil society is defined as **"**the arena, outside of the family, the state and the market where people associate to advance common interests.**"**[6] An elaboration of the above definition shows that civil society is about voluntary, self-generating, organised or collective initiatives or actions of citizens in a public sphere to express and promote shared interests, ideas, achieve mutual goals, hold state officials accountable, etc. Accordingly, a wide array of organisations and institutions; including: community-based organisations; NGOs; labour unions; student and youth organisations; social movements; women's organisations; traditional leadership; charitable organisations; faith-based organisations; professional associations; and associations of the media, all belong to the civil society sector.

The size and vibrancy or level of participation of civil society in a given country is closely linked to the historical as well as existing socio-cultural and political contexts. For example, according to Fatoumatta M'boge and Sam Gbaydee Doe[7] in most of the sub-Saharan countries early civil society was formed during the pre-independence period as tribal associations for advancing the economic well-being of their members. The social and economic safety nets provided by these early civil associations is said to have contributed to the development of Africa's first middle class in the colonies, who exerted pressure on the colonial administrators and eventually led the liberation movements.

Ethiopia's socio-economic and political history provided a unique context for the emergence and growth of civil society. In the first place, as the country did not experience colonial rule there was never experience nor history of liberation and accordingly no related type of civil society that developed in other African countries. Instead, the centuries old rule under feudal monarchy, according to Allan Kaplan and Sue Davidoff, has left behind a history of hierarchical social forms and practices, the dominance of powerful traditions, and the several religious affiliations which 'homogenise' vast groupings of people within hegemonic and all-pervasive systems.

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[4] Helmut K. Anheier, Civil Society; Measurement, Evaluation, Policy; CIVICS, 2004

[5] Ibid

[6] CIVICUS World Alliance for Citizen Participation, Assessing and strengthening Civil Society Worldwide. A participatory Needs-Assessment and Action Planning Tool for Civil Society , Civil Society Index Paper Series Vol.2

[7] African Commitments to Civil Society Engagement: A review of eight NEPAD countries, AHSI Paper 6| August 2004

Following the downfall of the monarchy (in early 1970s'), a Marxist regime followed and ruled the country up to 1991, and gave way to the current government. Because of the above factors, compared with many other sub-Saharan countries, civil society in Ethiopia is a recent development and remains a weak sector; with little cohesion and occupying little space within the national discourse on policy matters[8]. Unfortunately, it is not only civil society that should be judged as weak. The private sector, too, is in a similar position.

While civil society, in its socio-political sense is a recent development, the informal and political segments including diverse groups of community-based self-help and social welfare organisations have been in existence in Ethiopia since time immemorial. The formal and non traditional CSOs (mainly NGOs) in Ethiopia started emerging during the 1950's: their numbers increased exponentially in the 70's due to famine the country experienced. During this period welfare type NGOs and faith-based organisations were established. They played a leading role in providing emergency relief services to communities mostly affected. In the 1980's, more INGOs started operation, primarily in the rehabilitation of communities affected by recurrent droughts. Following the downfall of the former Marxist regime in 1991 and the corresponding liberalisation of legal frameworks, the country witnessed the emergence and establishment of more diverse groups of non-governmental and civil associations and organisations. The following are some of the important aspects related to the transformation process that have been taking place within non-state actor arena in Ethiopia since 1991:

a) Most of the organisations (particularly NGOs) established prior to the year 2000 had operational objectives of supporting communities affected by drought and famine. Hence, agricultural and environmental rehabilitation, food and nutrition support, infrastructure development and services in health care, water supply and basic education were core focuses. Moreover, most of the NGOs used to be found in the drought-prone and rural parts of the country.

b) The adoption of the Ethiopian Constitution, granted freedom and legitimised grounds for participation of citizens in the governance process. Civic organisations that initially focused on voter and civic education; election observation; facilitating issue-based debates, human rights education and monitoring came into the picture. This distinct category of NSA remains indiscernible both in number and scope of participation. Because of the historical context of the sector in Ethiopia, there has not been an enabling environment for the emergence as well as enhanced participation of such civic associations. Nevertheless, rights-based approaches that is increasingly being adopted today by NGOs; the formation of many specialised associations for less-served and disadvantaged segments of society; and also the various regional and international cooperation's and agreements signed by Ethiopia have all exerted pressure on the government to open up and improve the working environment for NSAs.

c) Emergence of ethnic-based development associations, associated to the politicians in the ruling party (Ethiopian People's Revolutionary Democratic Front - EPRDF) is another development that took place in the last 17 years. In terms of focus and operation, these development associations were similar to the earlier relief NGOs. Like its predecessor, the current government has also established mass-based associations of youth and women in the major regions of the country. This situation depicts the fact that there are organisations that belong and perhaps are specially treated by the government.

d) The programme resource used by nearly all of the active and formal NSA comes from donors (bilateral/multilateral, NGO and Church donors). During the drought/famine periods life-saving emergency resources used to be channelled through NGOs and faith based

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[8] African Commitments to Civil Society Engagement: A review of eight NEPAD countries, AHSI Paper 6| August 2004

organisations primarily due to their capacity to respond quickly and effectively. In the fight against the HIV/AIDS epidemic NSA accessed donor resources as they were granted due recognition of their roles and capacities for effective response. Because of these and other local contexts, the domestic resource base of most NSA is rather weak.

During the last one decade, Ethiopian NSA attempted to simultaneously promote two interrelated objectives. The first one was about survival which to this day it is lobbying for a more enabling legal framework. Whereas, by exploiting available opportunities it has promoted initiatives and demonstrated results that were supposed to warrant its recognition as partner in the country's development. With due recognition of roles of civil society in the democratisation and development process, and also in appreciation of NSA's position within the Ethiopian context, the donor community has been extending support for strengthening the capacity of the NSAs. For some of the donor entities, supporting and maintaining dialogue with civil society is not any more a discretional exercise, rather it is an obligation in its own right. A case in point is the cooperation between European Union and Ethiopia.

The EC Delegation commissioned the first comprehensive NSA Mapping in 2004, and based on the findings and recommendation of this exercise it launched the first phase of "Civil Society Fund (CSF)" in 2006 to support NSA capacity in delivering services and helping them engage in dialogue with the government and amongst themselves. Towards the end of 2007, with encouraging progresses seen in implementing phase one of the CSF, the Delegation decided to proceed to the second phase of the CSF. As an input to the new phase, it was also decided to commission a new mapping exercise so as to update the previous mapping study, by taking into account the dynamism inherent in the Ethiopian NSA landscape and the changes that took place within the sector and in the country over the past three years. Accordingly, the EC commissioned the European Consultants Organisation (ECO) to undertake a comprehensive NSA mapping study, which was conducted during the period January–April 2008 and the findings of which are presented in this document.

1.2. Objectives of the Mapping Study

The Terms of Reference identify the Global Objective of the Mapping Study as follows:

> *"To contribute to the achievement of the national development objectives and strategies as outlined in the PASDEP (previously SDPRP) by understanding further the roles and contributions of NSA in Ethiopia."*[9]

By assessing the distribution, engagement and capacity of NSAs operating in Ethiopia and highlighting challenges and opportunities, the study directly contributes to the purpose of the CSF programme, namely to increasing and improving NSAs dialogue with their constituency, with the Ethiopian Government and amongst themselves, and also to increasing NSA's capacity to play important roles in the national development process.

In order to attain this global objective, the study was conducted with the following specific objectives:

1. to assess the typologies, themes and geographical spread of NSA,;
2. to understand status and trends NSA self-organisation into networks and coordination fora, and the collective efforts to enhance their contribution to development objectives;

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[9] TOR Point 2.1. page 4

3. to undertake qualitative and quantitative assessment of NSA contribution to development and democratization processes;

4. to identify existing challenges and opportunities NSA participation and contribution to the national development process and propose solutions;

5. to assess NSA capacity and highlight capacity development requirements that still exist;

6. to assess the status and propose measures to improving quality of dialogue and cooperation between the government and NSA towards the achievement of national development objectives; and

7. to review how NSAs have been involved in policy development and monitoring and assessing if the implementation of the CSF has so far had a measurable impact on such involvement.

1.3. Study Design

On the basis of the Terms of Reference and also the Cotonou Framework, the main research questions of the study included;

- What is the typology of NSAs operational in Ethiopia?

- What are the sectors of activities and thematic areas in which NSAs have been engaged? What roles do NSAs play in the PASDEP process? What capacity do they have to pursue their core objectives of contributing to the national development goal?

- What are the contributions of NSAs to the development and democratization processes?

- Which are their sources of funding and how do they generate resource apart from the donors' funding support?

- How do NSA relate to each other; what types of networking, platforms and coalitions do they use?

- How are the status and trends of NSA interaction/relation with other major social actors? The government/State, communities, private sector, donors press?

- How do they relate and cooperate with the Government of Ethiopia at central, regional and local levels? What is the level of their engagement in the policy process including participation in the formulation of sector specific policies in their fields of activity?

- How do the NSAs engage themselves in specific activities that contribute to the democratization process, promotion of good governance and human rights, etc?

- As compared to the indications from the 2004 Mapping exercise, what changes are taking place in the NSA landscape? What are the emerging trends?

- What are the Strengths, Weaknesses, Opportunities and Threats related to the participation of NSAs in the development process?

- What are the existing capacity building needs of the NSA?

Methods

The methodologies used to carry out the study are:

- **Desk research and review of documents**: review of available documents, reports of previous studies, government policies, legislation and guideline applicable to NSAs. At the

CSF programme level, the 2004 Mapping study, CSF review reports, Cotonou Task Force (CTF) and CSF Programme Steering Committee (PSC) documents were reviewed. In relation to overall national frameworks, the team reviewed Poverty Reduction Strategy Paper (PRSP) documents (SDPRP/PASDEP) and other sector specific policy and strategy documents. Furthermore, other donor support programmes targeting the NSA community such as the World Bank, CIDA, SIDA, USAID and other embassy programmes were reviewed.

- **Secondary data collection**: The collection and analysis of secondary data and information was also an important research tool that was used to carry out the study. To complement and update the desk research and review of documents, the team collected relevant data/information available from government offices, various NSAs and their networks. From government side, data was collected from the Ministry of Justice (MOJ), Disaster Prevention and Preparedness Agency (DPPA), Ministry of Labour and Social Affairs (MOLSA) and Ministry of Women Affairs (MOWA). From NSA, networks such as CRDA and PANE were primary sources of data.

  The main sources of secondary data at regional level were the Bureau of Justice (BOJ), Bureau of Finance and Economic Development (BOFED), Disaster Prevention and Preparedness Bureau and at times Food Security Bureau (DPPB/DPFSB\), Bureau of Labour and Social Affairs (BOLSA) and other relevant sector offices and Bureaux. Furthermore, data related to private sector, cooperatives, labour unions, CBOs and various associations and groupings were collected from federal and regional levels.

- **Primary data collection**: this was gathered using structured and semi-structured questionnaires. A structured questionnaire was developed and distributed to sample NSAs who filled them during fieldwork. In addition, checklists and semi-structured formats were used to generate data from NSAs and other stakeholders through interviews.

In general, the study benefited from the primary data gathered from:

- o NSAs who benefited from CSF support;
- o Umbrella organisations;
- o Mass-Based Associations at federal and sub-national levels;
- o Partners of NSA in Ethiopia including donor community particularly the EC, Irish Aid, USAID, World Bank and other international organisations;
- o Ordinary citizens from different walks of life, and
- o Resource persons/experts well versed with CS related issues and having exposures in different contexts.

Structured Questionnaire
The questionnaire was distributed to a fairly large number of organisations including those invited to a regional briefing session organised. Sample NSAs were selected from among different categories of organisations to fill in the questionnaires.

In-depth interviews
One of the principal data gathering instruments used was an in-depth interview, which involved discussions on key issues with sample representatives of different NSAs, stakeholders and actors previously mapped. These issues were developed in a standard checklist, to guide flexible and interactive discussions. Interviews were conducted with:

- o ***Individuals*** to learn about the specific situation of their organisation, operating environment, target or community (in case of CBOs or grassroots). These were discussed in detail, and were issues which were difficult to address in group situations. Moreover, obtaining personal perspective on particular topics was necessary;

- o ***Key informants (or "privileged witnesses")*** - are people with specialist knowledge. Discussion with these groups was held to gain insights on a particular subject, or people who can represent a particular group or viewpoint;

- o ***Groups*** which were either randomly encountered or systematically selected where they belonged to "family sets" such as an operational team, an office, a board, directorship of umbrella organisations, etc. Focused discussions were held on particular issues.

Focus group discussion

Focus group discussions (FGD) are facilitated discussions held with a small group of people who share common concerns. FGD were conducted to obtain shared opinions and consensuses on observations and conclusions, and also generate quantitative data/information in order to complement data/information gathered from in-depth interviews and secondary sources. FGD were conducted on relevant issues and questions identified during the desk research and refined locally during the fieldwork.

1.4. Structure of the Report

The updated NSA mapping study report is divided into two major volumes.

Volume one: - provides detailed descriptions of study objectives, the methodology of the study and an insight into the nationwide NSA landscape. This part of the report also deals with more detail mapping of the NSA including geographic and thematic area coverage, participation in development and service provision, sectoral distribution of programme and project as well as contribution to the national development endeavours.

Volume two: - deals with an in-depth assessment of NSA landscape at regional level covering all the 9 regions chartered cities of the FDRE. Apart from detailed mapping of NSA typology, areas of engagement and assessment of the geographic and thematic areas of activities, the second volume of the report also provides insight into the operational environment, participation, contribution to regional development and also the NSA networks and consortia in use to facilitate cooperation among themselves and with government institutions at regional levels.

2. Overview of the Emergence, Growth and Participation of NSA - Global Concepts and Recent Experiences

2.1. Introduction

In this chapter, an attempt has been made to provide broader theoretical framework for understanding the sphere of civil society at large. Since the concept is new and only recently introduced, it is believed that the approach of, first explaining the global aspects and then analysing the domestic context in relation to the global framework was found appropriate. Hence, in the first section, aspects of global dimensions are presented. This is followed by continental (African) civil society development. The third section dwells on the European Union civil society cooperation framework, which has in fact triggered this study.

Throughout the world, recent years have witnessed a considerable surge of interest in the broad range of institutions that occupy the social space between the market and the State. These institutions are known as "non-profit," "voluntary," "civil society," "third sector," "social economy," "NGO," or the "charitable" sector. The set of institutions within this sector includes, an array of entities such as hospitals, universities, social clubs, professional organisations, day care centres, grassroots development organisations, health clinics, environmental groups, family counselling agencies, self-help groups, religious congregations, sports clubs, job training centres, human rights organisations, community associations, soup kitchens, homeless shelters, and many more.

Despite their diversity, these entities share important common features which at the same time helps to understand them as distinct set of institutions, as identifiable social "sector." They are private in character and not part of the governmental apparatus. However, unlike other private institutions, these entities are expected to serve the public or communities and not simply to generate profits.

To a large extent, the existence of such institutions is by no means a new phenomenon. Non-profit or charitable institutions have long operated in societies throughout the world, emanating from religious impulses, social movements, cultural or professional interests, sentiments of solidarity and mutuality, altruism, and, more recently, government's need for assistance to carry out public functions. Yet the number and variety of such organisations seem to have grown enormously in recent years.

In this study the term "Global Civil Society" is used to identify the following two interrelated broad aspects:

a. The characteristics, behaviours, organisational models of Non State Actors in the *globalised* world; and

b. The universal issues or focuses adopted by civil society at global/international level.

The above two broad aspects have a direct implication and effect on NSA in the developing world, including Ethiopia.

2.2. Global Civil Society

2.2.1. Overview of Global Civil Society - Emergence and Growth

The causes for the advent of global civil society have to be sought in the deeper structural changes that have occurred in international political and economic order in the last two decades. And the major changes that has taken place in the world system since the 1980s is of course

globalisation. Now globalisation is difficult to characterise as it consists of a number of overlapping and even conflicting projects. However, though it is increasingly difficult to define globalisation, the implications of this process (or, rather of this series of processes) are increasingly clear.[10] Globalisation has:

- Enabled transmission of capital across the world as if national boundaries were non-existent;

- Resulted in the appropriation of natural and national resources in the name of capital;

- Led to the acceptance of a system of harnessing and patenting local knowledge systems, and;

- Facilitated and legitimised information flow systems and exchange of messages that have influenced people's thinking.

It was in this particular context that NGOs emerged to take over functions hitherto carried out by the State, such as providing health and education, instituting income-generating schemes, creating safety nets, and encouraging people to be self-reliant. The space cleared by the retraction or retreat of the State following the adjustments came to be known as 'civil society'.

The notion of "Global Civil Society" appeared in the socio-political debate in the 1990s and since then has been used to identify the movement, organisation, ideas and campaigns which increasingly appeared as part of the globalisation process. It refers to the contemporary growth of networks of social institutions across borders, such that the 'civil' effects of these non-governmental networks was felt everywhere. These entities by capitalising on the advances in communication and information systems developed organisational models (networks) that managed to mobilise strong citizen support for promoting their causes.

When seen as a sector, global civil society is a vast, interconnected, and multi-tiered social sector that comprises of numerous self-directing or non-governmental institutions. All such institutions have at least one thing in common: across vast geographic distances and time, they deliberately organise themselves and conduct cross-border social activities, business, and politics outside the boundaries of governmental structures, with respect to principles of civilised power-sharing among different segments.

In a historical perspective the factors and events which have paved the way to the growth of Global Civil Society can be summarised as follows:

a. A major shift in cultural and social values that took hold in most developed market economies in the 1970s. This shift brought about changes in emphasis from material security to concerns about democracy and participation and involved, among other things, a formation towards cosmopolitan values such as tolerance and respect for human rights.[11];

b. Such values facilitated cross-national spread of social movements around common issues, that escaped conventional party politics, and led to a broad-based mobilisation on issues of women, peace, democracy, anti-apartheid and environment introducing international 'movement industry';

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[10] Salm, J. (1999). 'Coping with Globalization: A Profile of the Northern NGO Sector'. *Non profit and Voluntary Sector Quarterly*, 28/4 Supplement: 87–103.

[11] Inglehart, R. (1990). *Culture Shift in Advanced Industrial Society*. Princeton: Princeton University Press.

c. Favourable economic conditions throughout the 1990s and the significantly reduced costs of communication and thereby greater ease of organising movements, facilitated institutional expansion of global civil society; and

d. Changed geo-political environment and economic downturn challenged both relatively large infrastructure of global civil society organisations and the broad value base of cosmopolitanism in many countries across the world, in particular among the middle classes and elites.

2.2.2. Roles and Relevance of the Global Civil Society Movement

The consequences of globalisation for much of the world's population, polarised among those who are already endowed with many of the resource facets and those who are able to make the globalised world work for them, and the remainder who are finding survival in the globalised world increasingly difficult. Under this context, the emergence of a global civil society was expected to influence the global governance system for all to benefit from the process.

As expected, global civil society emerged as a powerful and influential force on the world stage, informing and laying down international policy and political agendas. Many trans-national entities developed joint capacities and moved towards promotion of global rules and ideas. By influencing international public opinion they effectively promoted important policies and challenged those considered as undesirable.

Arguably two factors have strengthened the mandate of these organisations:

1. Technological and communicational factor: the information revolution has increased their capacity to collect, collate, select, and publicise information on a variety of specialised issues ranging from development disasters, to environmental issues, to the effect of World Trade Organisation (WTO) policies such a patenting, and

2. Moral authority and legitimacy: a quality that is a peculiar hallmark of *ethical* political intervention. Global Civil Society possess moral authority because they claim to represent the *public* or the *general* interest against official- or power-driven interests of the State or of the economy.

Global Civil Society has managed to introduce new meaning to the State-centric and market oriented international order. For example, most of the international governance and cooperation agreements and conventions all make sure that their operation remains facilitative and accommodative of global civil society. The Global Civil Society has also been able to influence international financial and trade institutions that have become more responsive to public opinion. These Civil Society sectors, have also reformed strategies of corporate managed globalisation, and have added issues of social concern to the agendas of these bodies.

There is no doubt that the role as well as relevance of the Global Civil Society has been expanding and justified. It is interesting to note that a number of studies conclude that, in addition to the social and political importance, the Civil Society sector has equally important contribution as an economic force, accounting for significant share of national expenditures and employment. For example the John Hopkins University comparative non-profit sector research[12]

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[12] Johns Hopkins University : The Johns Hopkins Comparative Non-profit Sector Project 1991-2003

carried out in over 40 countries and representing diverse socio-cultural contexts, shows the following core findings:

- **Absolute Value of the Sector -** it has had aggregate expenditures of USD1.3 trillion as of late 1990s, with religious congregations included. This represents 5.1 percent of the combined Gross Domestic Product (GDP) of the countries considered for the research;

- **Position in World Economy** – it is the world's seventh largest economy. To put these figures into context, if the Civil Society sector in these countries were a separate national economy, its expenditures would make it the seventh largest economy in the world, ahead of Italy, Brazil, Russia, Spain, and Canada and just behind France and the United Kingdom.

- **Employment Generation Power** - the Civil Society sector in the surveyed countries is also a major employer, with a total workforce of 39.5 million full-time equivalent staff workers including religious congregations.

For the purpose of this Mapping study it is important to identify some peculiar characteristics and functions of Global Civil Society. These organisations deliver varieties of human services; from health-care and education to social services and community development. While disagreements exist over how "distinctive" civil society organisation services are compared to those provided by businesses or governments, these organisations are well known for: identifying and addressing unmet needs, implementing innovate projects and programs, delivering services of exceptional quality, and serving those in greatest need. However, provision of tangible services is only one function of the civil society sector.

Also important is the sector's *advocacy*[13] role; its role in identifying unaddressed problems and bringing them to public attention, in protecting basic human rights and in giving voice to a wide assortment of social, political, environmental, ethnic, and community interests and concerns. The Civil Society sector is the natural home of social movements and functions as a critical social safety valve, permitting aggrieved groups to bring their concerns to a broader public attention and to rally support to improve their situation.

Service provision and advocacy (or expressive) functions of Civil Society are not clearly identifiable as separate concepts and sets of activities, and most of the organisations are engaged in both. Nevertheless, the distinction helps to clarify roles that Civil Society organisations play. Findings from the John Hopkins study (mentioned above) show the deployment of Civil Society resources for the two functions as:

- **Service functions dominating in scale** – Service provision functions, absorbs the lion's share of resources. More specifically, education and social services are the dominant service functions absorbing significant amount of resources;

- **Sizable involvement in expressive functions -** The most prominent fields here are culture and recreation and occupational representation. These two account, for 19 and 7 percent of the workforce, respectively. By contrast, only 6 percent of the Civil Society workforce is engaged primarily in civic, advocacy, or environmental activities[14].

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[13] The advocacy function is also known as **expressive functions** and involves activities that provide avenues for the expression of cultural, religious, professional, or policy values, interests, and beliefs.

[14] Data from Johns Hopkins Comparative Non profit Sector Project 1991-2003.

The rapid growth in INGOs during the last decade can thus, be a result of dramatic increase of summits and meetings of global civil society actors[15]. Global Civil Society groups have been effective in promoting and influencing a number of important international treaties, for example, those on Landmines, International Criminal Court, and Climate Change. Civil Society actions against pharmaceutical companies' extortionate pricing of medicines, dictators such as Pinochet, Suharto, and Milosevic and getting these behind bars, and street demonstrations in Gothenburg, Quebec, and Genoa are becoming part of the daily media news.[16] In addition widespread global anti-war, fair-trade and anti-poverty movements of Civil Society make sure messages are conveyed to global leaders wherever they convene for their business.

Global Civil Society is now more essential than ever before to express a range of different voices around the world, including those of the weak and excluded. Anti-capitalist movements, as well as peace and human rights movements have the capacity to reach out across borders to excluded groups in the world.

It is significant to note that certain Global Civil Society actors, who had earlier emerged on the political scene through the politics of protest, now have became partners in decision-making activities. NGOs now attend annual meetings of the World Bank and the IMF as special guests.

2.2.3. Opportunities and Challenges
Global Civil Society face several challenges and also benefit from opportunities. In relation to their future directions and roles some of these opportunities and challenges are as follows:

Opportunities
Becoming global governance instruments - the WTO General Council has adopted guidelines that provide for increased contacts between the Secretariat and NGOs. The United Nations institutionalised procedures for consulting with these organisations in 1945. It is estimated that in 1948, 41 NGOs enjoyed having a consultative status with the Economic and Social Council of the UN. By 1968 this number had risen to 500. By 1992 the Economic and Social Council consulted with more than 1,000 NGOs. If we add to this number NGOs that interact with other bodies of the United Nations, and those which participate directly in the proceedings, the number will rise to tens of thousands. In addition, the UN system as a whole is working under a strategic direction of enhancing cooperation and collaboration with civil society.

Being part of regional cooperation and integrations - this has accorded Civil Society high importance and priority. In Africa, Latin America and Europe, such cooperation and integration frameworks have been set up and provide enhanced opportunities for Global Civil Society to align and engage with States as well as with each other.

Being able to press outstanding and unresolved civil society agenda - many of the issues which have been the main preoccupations of Global Civil Society over the last couple of decades are still topical issues. Some of the issues have become more severe, tormenting, complex and omnipresent in terms of the negative effect there are creating globally. Poverty and growing destitution, unjustified and destructive wars, impacts of environmental degradation and that of climate change are some of the examples.

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[15] All international summits and meetings of Heads of State and Government, the UN and other multilateral institutions (G8, Davos Forum etc.) have been accompanied by parallel meetings organised by International CSOs.
[16] Anheier, Helmut, Glasius, Marlies, and Kaldor, Mary Global *Civil Society 2001*. Oxford: Oxford University Press. 2001

Challenges

- **Too diverse -** the fact that Civil Society is too heterogeneous; accommodating diverse groups, with a corresponding diverse interests, operational forms and linkages has resulted in multiple definitions and understanding of the concept of civil society. The attempt of coining a single and unifying definition has thus, resulted in an accommodative and diluted version.

- **Reluctance** - detractors of Civil Society point out that the concept has its roots in development histories of the Western nations; hence they are promoting it as a means to spread neo-liberal views with the aim of spreading market economics. Moreover there is also a negative view which states that the promotion of civil society by donor countries is a means to imposing a model of democratisation from 'outside'.

- **Level of success** - Opponents of civil society state that overall success in promoting and producing results on priority issues is low. The fact that long-held agendas (such as poverty, war and climate) are still topical issues are examples. Besides, the failure of Civil Society to exert collective pressure on notorious dictatorial regimes, and facilitate democratic transitions are considered as their areas of weakness.

2.3. NSA's Roles in the African Continental Institutions

2.3.1. Trends in governance

This chapter aims at depicting views of African institutions on the roles and positions of Civil Society in general and that of NSAs in particular.

In 1990 popular participation of CSOs became the sole focus of an international conference[17], which adopted the "African Charter for Popular Participation in Development and Transformation". Then after, regional and global programmes started stressing, even forcing, the inclusion of CSOs as partners in development with the aim of assuring broad-based and participatory configuration. A development that justified even more space for NSA on the global agenda, came with emphasis on democratization and good governance: the State alone was unable to deliver what was expected of it and thus called for the involvement of all partners, including civil society. All these developments have led to the redefinition of CSO roles and work orientation.

Like the global frameworks, the continental governance and cooperation institutions have committees or forums of civil society with whom they maintain regularized and periodic engagements. Examples include; the African Governance Forum, the East African Community Civil Society Forum, Inter Governmental Agency for Development (IGAD), Civil Society Committee; and African Development Bank (ADB). Even the African Peer Review Mechanism, which is part of the New Partnership for Africa's Development (NEPAD) initiative has developed a framework for civil society participation. Despite, steps taken in constituting structures for engagement, in operational terms, the progress as well as results achieved are weak. Both sides have to assess their strategies and work towards reinvigorating interactions.

The United Nations Economic Commission for Africa (UN-ECA) produced vast analytical and programmatic findings related to governance in Africa. Roles and positions of NSA is profiled as one of the most important variables in the governance framework.

By the time UNECA started an assessment, the political will of African leaders to improve governance was already evolving across the continent. NEPAD[18], is one initiative which identifies democracy, human rights and good governance as the core challenges for moving the continent forward.

Today, according to UNECA, a "*new group of African leaders are committed to systems and institutions that are more accountable, more transparent and more sensitive to human rights and the rule of law. Nonetheless, much more is needed to advance the emerging consensus on the primacy of the capable State to sustain peace and security, promote the flourishing of Civil Society and the private sector, create an enabling environment for sustainable growth and development, and ensure a more just and equitable society.*"[19]

The UNECA assessment concluded that there is an encouraging governance trend observed across the continent in a significant number of areas. To begin with, democratic electoral transitions are becoming constitutionally accepted mechanism for changes of power. Several

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[17] International Conference on Popular Participation in the Recovery and Development Process in Africa, held in Arusha, Republic of Tanzania.

[18] NEPAD (New Partnership for Africa's Development), 2002. "Declaration on Democracy, Political, Economic and Corporate Governance." Adopted by the 38th Ordinary Session of the Assembly of Heads of State and government. July 8, Durban.

[19] UNECA African Governance Indicators 2005

African governments are in their third successive era of democratic changeover of power. Furthermore, Africa's political dispensations are increasingly becoming more inclusive of all social groups, contributing to political stability. Women's participation in all political institutions, especially in the legislative and the executive branches, has improved significantly.

With regard to voice and accountability in the political process, the findings of the assessment show that more Civil Society groups, including the media, can now operate with much greater freedom and participate in different spheres of decision-making as compared to past times. Nonetheless, several of these organisations still suffer from governance and capacity deficiencies.

Mindful of the glare and scrutiny of these NSAs, governments are becoming more responsive and transparent. Public financial management and accountability have also improved considerably. More countries are recording smaller budget deficits, meeting their revenue mobilization targets, demonstrating more transparency in monetary policies and improving the auditing of public funds.

The process of democratisation in Africa has induced massive growth in Civil Society sector. Civil Society groups have emerged to promote and defend human rights, gender, environment, children, trade justice etc. It was also concluded that increase in funding for Civil Society from donor agencies has greatly assisted the process[20].

NGOs in many African countries provide avenues for political socialisation for the people to intervene in the political process, to make demands, including accountability on the governance, and also conferring legitimacy on the political system. The chart below shows the grade of participation of NSA in Africa. As can be seen, a relatively large percentage of the population affiliate to the faith and political organisations, while a small number are trade unions, business and professional associations, which represent segments of the modern and urban elites.

Chart 1 Relative size (%) of citizens participating in different CSOs and political organisations
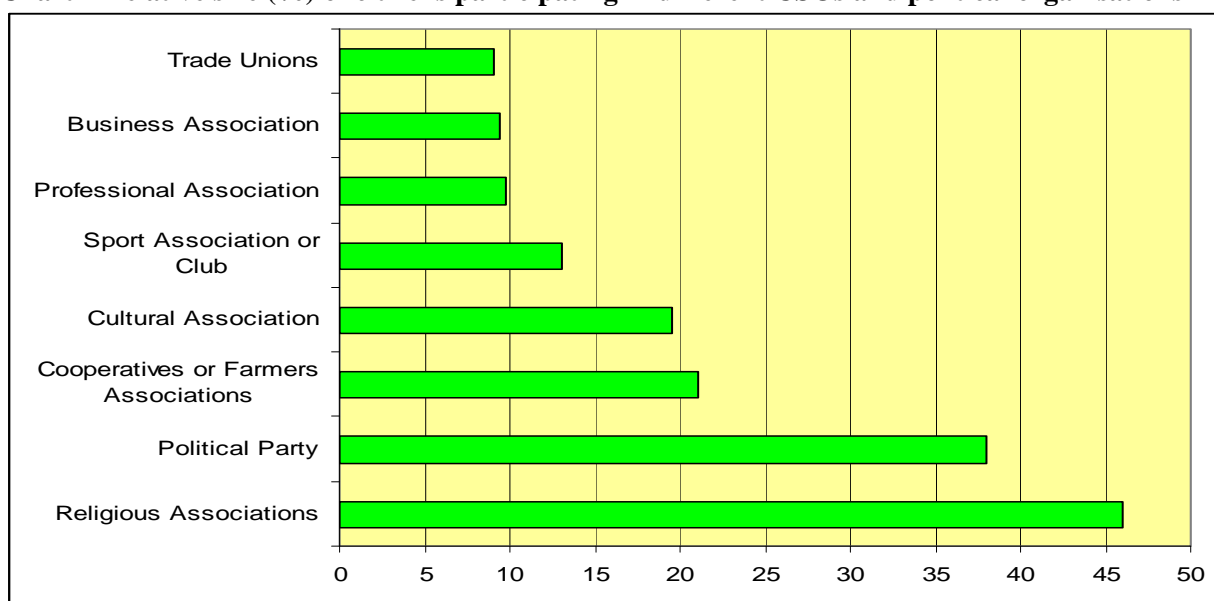
Source: ECA governance survey of households Mohiddin 1997; Bierschenk and Olivier de Sardan 1998).

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[20] According to some researchers this does not uniformly hold true. Refer to the IDS Discussion Paper 383 *Civil society, democratisation and foreign aid in Africa*, Mark Robinson and Steven Friedman, April 2005

2.3.2.Civil Society Organisations' Influence on Policies and Programmes

There is a wide range of government attitude towards Civil Society Organisations. This determines the environment they are permitted to operate in, where in some instances they are encouraged to function and grow into powerful centres for empowering citizens. With the blossoming of Civil Society organisations in Africa some analysts[21] anticipated that the pendulum of relation between the State and its citizens has finally swung away from State-centric big government concept to people-centred good governance.

The influence of Civil Society organisations on policy formulation and implementation varies according to the laws and practices of a given country. A comparative study undertaken by Institute of Development Studies (IDS 2005) showed that few civil society organisations are able to demonstrate consistent direct involvement in policy process and even fewer still make a significant difference to policy outcomes. Instead, important aspect of NSA's role in creating awareness and avenues for citizens to interact and voice were regarded as important contributions to the policy process.

Capacity to influence policy is thus contingent on the degree of independence[22] that Civil Society organisations enjoy, and the willingness of the executive officials to permit NSAs a voice in policy formulation. According to the UNECA governance assessment report, feedbacks from the key informant experts, regarding the level of influence of civil society on government policies and programmes across project countries, on average showed that 21% of the experts felt it was strong or fairly strong; while 43% deemed it fair; and 36% weak or non-existent. In Ghana and South Africa, however, more than 40% of the experts interviewed said that these organisations have strong or fairly strong influence, meaning that they have a crucial role in exposing the abuses of power and promoting democracy and good governance. By contrast, in Ethiopia, Chad and Egypt more than 60% of the experts surveyed said that civil society organisations had weak or no influence on policies and programmes.

There are many Civil Society organisations in Africa that engage in advocacy, watchdog activities and promoting accountability and transparency and whose contributions are recognised and appreciated. Some of these Civil Society organisations have links or partnerships with international non-governmental organisations which have similar goals and objectives.

In summary, the African governance institutions have generally recognised the roles and potential of NSAs. Accordingly, they have also ratified regional conventions and established structures that legitimise and facilitate NSA's participation. Despite such supports, the collective actions and engagements promoted through such structures so far have not produced concrete results. African NSAs are accorded more enabling frameworks for participation at the continental and sub-continental levels rather than at national or domestic levels. Hence, more work is required to be undertaken so that continental instruments are made operational at country-level.

In addition, some African NSAs engage more and are known at global level than at regional and/or continental levels. Particularly, Ethiopian NSAs need to strive in enhancing their engagement with African Union, UNECA and IGAD which are major institutions located nearby.

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[21] Bratton, Michael, and Nicolas van de Walle. *Democratic Experiments in Africa: Regime Transitions in Comparative Perspective.* New York, NY: Cambridge University Press. 1997
[22] Independence should not be understood as a complete separation from government. The IDS study shows, CSOs that have better access to government, are those that have shared ideology or resources and thus, have managed to influence policy outcomes in a significant way.

2.3.3.The way forward

Promoting sustainable development requires mobilising human and material resources and establishing partnerships among government, civil society and the private sector at both the national and international level. To be effective and sustainable these partnerships must exist at all levels of the decision making, implementation and monitoring processes of the development projects.

It is necessary to adopt a concerted set of measures that build the capacities of NSA because they will help promote good governance, democracy and the rule of law. A successful democracy requires a politically conscious citizenry that participates in the political process beyond the ballot box. Hence, the strategic approach should be addressing the double sided challenges: Facilitate conditions for the strengthening of African NSA, and also create more conducive operational frameworks.

In most countries civil society organisations suffer from internal organisational weaknesses: lack of organisational and managerial skills; very limited financial resources and a constraining external environment. These institutional capacity gaps have affected the effectiveness and sustainability of their initiatives and operations. On top of this, some of the formal and informal segments of NSA in different African countries lack a democratic culture, and especially tolerance and constructive dialogue among themselves and with the state.

One of the major constraints faced by African NSA is a shortage of funds and trained human resources with sufficient and requisite management experience. The shortage of competent personnel to lobby and influence political decision-making and institutionalise networking relationships among NSA is also a major constraint on performance. The lack of adequate financing has further contributed to inconsistency in the implementation of programmes, as well as the loss of and inability to attract experienced and well-qualified staff.

Civic organisations also need to establish their own internal codes of conduct to regulate the behaviour of their members. These codes of conduct should ensure good corporate and democratic governance, accountability, and transparency in the management of their affairs and resources. They should also provide guidelines to coordinate fundraising and resource mobilisation as well as networking, coordination, cooperation and communication. NGOs should also be required to publish their audited accounts annually, with sources of funding and programmes and activities performed.

Citizens need to be informed about what their governments are doing, what they are constitutionally mandated to do and what they are not allowed to do. This requires good programmes of civic education, strengthening of civil society and non-governmental organisations, and other NSA like the media, and institutes of research, so that they can effectively perform their respective functions in informing and educating the people, advocating for reform and identifying and exposing tendencies that might lead to institutional capacity deficits.

Governments should also promote a culture of dialogue in public affairs by providing popular channels through which citizens can access or summon their leaders and request them to account for their actions or inaction.

Institutions need training and resources to build their management capacity for fundraising and resource mobilization, strategic planning, leadership development, policy research and advocacy, project and programme design and monitoring, gender analysis and media and

communication, among others. Governments should fund and promote such training programmes or provide tax incentives to groups conducting them.

The state should also help mobilise both domestic and external funding for these purposes. In addition, they can promote joint civil society–public sector personnel training programmes to strengthen their partnerships and collaboration. To stimulate demand-driven creation and stakeholder control of non-governmental and community-based organisations, to reduce their dependency on external funding and influence, governments should provide accountable seed-funding, predicated on mandatory internal democratic governance of the recipient organisations.

2.4. EU and Non-State Actors
2.4.1. The Cotonou Regulatory Framework

As indicated elsewhere, this study is a direct product of the cooperation agreement between European Union and African, Caribbean and Pacific Countries (ACP); commonly known as the Cotonou Agreement. To enable readers understand better this unique cooperation framework the next chapter is made to focus on the Cotonou Agreement.

Participation of civil society in political decision-making processes plays an increasingly important role in the poverty reduction strategies of many African countries. In line with this development also the cooperation with international donors, such as the European Commission, underwent a change. Under the Cotonou Agreement the exclusive government partnership has been extended to new actors, the non-state actors (NSAs), representing the private sector, trade unions and civil society. They are expected to give their inputs in all kinds of processes related to the ACP-EU cooperation.

The overarching objective expressed in Article 1 of the Cotonou Agreement will be attained through the application of different principles such as " 1) *equality of the partners and ownership of the development strategies; 2) participation: apart from central government as the main partner, the partnership shall be open to different kinds of other actors in order to encourage the integration of all sections of society, including the private sector and civil society organisations, into the mainstream of political, economic o and social life; 3) the pivotal role of dialogue and the fulfilment of mutual obligations.*" [23] So the partnership is conceived on the basis of a mutual engagement and the establishment of a proactive social dialogue between the different components of NSA and their constituencies, one hand, and political dialogue between NSA and Political Decision-Makers, on the other.

The decision to make poverty reduction the central objective of the Cotonou Agreement and the support for the ongoing democratization processes in many ACP countries is an integral part of the ACP-EU development cooperation, made it essential to extend the cooperation to new partners. Thus, in the Cotonou Agreement participation is defined as a fundamental principle of the partnership. It is envisaged that in future all sections of civil society will be invited to articulate their views and concerns on policies that directly affect their lives and thereby contribute towards development. The Cotonou Agreement has incorporated provisions that on the one hand assure the participation of the new actors and on the other hand give orientation on how to integrate them.

In fact the Agreement acknowledges to NSA the following rights: "*a) be informed and involved in consultation on cooperation policies and strategies, on priorities for cooperation especially in areas that concern or directly affect them, and on the political dialogue; b) be provided with financial resources.... in order to support local development processes; c) be involved in the implementation of cooperation project and programmes; d) be provided with capacity-building support ...to reinforce the capabilities of these actors, particularly as regards organisation and representation, and the establishment of consultation mechanisms including channels of communication and dialogue, and to promote strategic alliances*". [24]

Moreover the Agreement indicates very clearly the categories of NSA: "*The actors of cooperation will include: (a) State (local, national and regional); (b) Non-State: 1) Private*

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[23] Cotonou Agreement Article 2
[24] Cotonou Agreement Article 4

sector; 2) Economic and social partners, including trade union organisations; 3) Civil Society in all its forms according to national characteristics."[25]

The operational definition used in this report is consistent with the EU concept of NSA (non-state-actors) that is used to describe "a range of organisations that bring together the principal, existing or emerging, structures of the society outside the government and public administration."[26]

The agreement marks a major break with the past. It enshrines a comprehensive approach to tackle the task of poverty reduction. All areas of the ACP-EU cooperation are interdependent and of equal importance. Therefore the Cotonou Agreement can be characterized as a house resting on three pillars: a strong political dimension, the development cooperation and the trade cooperation.

The political dimension is a recent phenomenon in the ACP-EU partnership and a clear sign of the adaptation of the ACP-EU partnership to the global political changes. The incorporation of the political dimension gives expression to the partners' preparedness to openly discuss reason and cause of poverty as much as the institutional and political prerequisites for sustainable development.

The political principles underpin the ACP-EU partnership. At the same time, they give expression to the fact that the partners share the same values on which domestic and international policy decisions are based. The principles comprise the human rights and fundamental freedoms, the universally recognized democratic principles and the rule of law. These elements are understood as integral part of sustainable development and therefore are considered essential. In the Cotonou Agreement they are defined as *essential elements*. The partners have committed themselves to respect and strongly promote them through appropriate measures. The essential elements are complemented by another political principle, good governance. "The transparent and accountable management of human, natural, economic and financial resources", constitutes a *fundamental element*.

Political dialogue constitutes the first and most important instrument regarding the attainment of the essential and fundamental elements. On the one hand it serves to assess progress in the promotion of rule of law, democracy and good governance. On the other hand, it is used to address violations of the essential elements in order to prevent a situation, in which it might deem necessary to have recourse to the suspension clause. But also other political issues of general significance for stability, security and peace, such as arms trade, military expenditures, organized crime or policies to prevent, manage and resolve conflicts are subject to the political dialogue. In addition, it is the objective of political dialogue to facilitate the agreement on ACP-EU cooperation priorities, discuss various aspects of migration as well as the impacts of EU policy measures on ACP interests. Of course Non State Actors, following to their overall experience and role in several social sectors and their cultural influence are legitimated to have a stake in political dialogue and to participate in it.[27]

Activities related to political dialogue are embedded in national development strategies and within the framework of EU development cooperation with an individual ACP country; the main activities are related to the promotion of the essential and fundamental elements. They range

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[25] Cotonou Agreement Article 5

[26] "Participation of non-state actors in EC development policy" - Communication from the Commission to the Council, the European Parliament And The Economic And Social Committee - COM(2002) 598 final – 07.11.2002

[27] Cotonou Agreement Article 8

from institutional, political and legal reform processes to capacity building for public and private actors and the civil society.

In detail, the Cotonou Agreement places emphasis on a development cooperation that is tailored on the basis of the following considerations:

o is tailored to each ACP country's individual circumstances and needs;
o fosters participation of the private sector and civil society;
o gives support to the ACPs' own development strategies and promotes local ownership;
o is based on integrated strategies which interlink with economic, social, cultural, environmental and institutional policies to reflect the complex and multidimensional character of poverty.

The Cotonou Agreement envisages participation in all three areas: **political dimension, development and the trade cooperation.** In addition to Art 4, this is made explicit in the articles that define cooperation in the different areas.

Regarding the political dimension, Art 8 states that the "*representatives of civil society organisations shall be associated with this dialogue*" and according to Art 10 a greater involvement of an active civil society and private sector is seen as a **contribution to the maintenance of a stable democratic political environment**.

On development cooperation, Art 19 and Art 33 outline that "Governments and non-state actors shall initiate **consultations on country development strategies and community support** thereto" and that "the cooperation shall span all areas and sectors" of development cooperation. Similarly, in Trade and Negotiations of Economic Partnership Agreements, Trade is conceived as the engine of sustainable development. Under the Cotonou Agreement trade relations will experience a fundamental change. The non- reciprocal trade preferences will be replaced by a reciprocal trade regime, negotiated as *Economic Partnership Agreements (EPAs)*. The Cotonou Agreement now defines the timeframe and organisational structure of the negotiation process, the areas of trade to be covered by the new agreements and the system regulating trade in the transitional period.

2.4.2. Rationale for the engagement of EU with NSA

The European Union is founded on the principles of liberty, democracy, respect for human rights and fundamental freedoms and the rule of law. The right of citizens to form associations to pursue a common purpose is a fundamental freedom in a democracy. Belonging to an association provides an opportunity for citizens to participate actively in new ways other than or in addition to involvement in political parties or trade unions. It is more and more recognised that NSA provide a valuable support for a democratic system of government. Governments and international organisations are taking more notice of them and involving them in the policy- and decision-making process.

The EC philosophy and rationale to involve and support Civil Society are rooted in the Cotonou Agreement. The **Cotonou Partnership Agreement** recognises the complementary role of, and the potential for, contributions by NSA to the development process. NSA will, where appropriate, be kept informed of and involved in consultation on cooperation strategies. They will be provided with financial resources, involved in the implementation of co-operation projects and programs and be provided with capacity building support in critical areas in order to reinforce their capabilities.

One of the most innovative elements of the Cotonou ACP/CE Agreement is that it defines the principles of participatory development as it clearly states that:

- The governments of ACP agreement remain in charge for the definition of development strategies;
- NSA are not involved only in implementation of development projects but are totally involved in the policy (an political) dialogue, in identification, planning and monitoring and evaluation of development initiatives

Over the last two decades, the partnership between the European Commission and NGOs has expanded on all fronts. This intensification has covered a range of issues, from policy dialogue and policy delivery, to project and programme management, both within the EU and in its partner countries.

In 2002 the EC prepared a document which sets principles and recommendations related to NSA and development policy.[28] In this document the EC acknowledges that NSA are important partners of the development policy and action and therefore they have to be involved as partners of a regular dialogue and consultation with institutions with a leading role.

The Community has made important steps in this direction. Implementation of the Cotonou Agreement is leading to the progressive involvement of NSA across the development process. The extensive de-concentration of project management to the Commission's Delegations and the rationalisation of development aid instruments are not only expected to facilitate sound management and coherence of development programmes but also provides an opportunity to clarify the EC's approach to working with NSA. This process has helped to improve the quality of the participatory approach in EC development policy.

The participatory approach must be implemented whilst respecting both the particular situation in each partner country and the central role of the Government complemented by the

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[28] Participation of Non-State Actors in EC Development Policy- Communication from the Commission to the Council, the European Parliament and the Economic and Social Committee Com(2002) 598 Final

decentralised local authorities, the business sector and the other NSA. In this context, EC policy aims at further strengthening and involving NSA in the development process.

NSA are either operational or advocates. The tradition in EC cooperation with NSA is to support them when they come to provide services in sensitive fields and implement projects to cover the basic needs of vulnerable groups in socially or geographically isolated areas. In most developing countries, NSA are also increasingly becoming advocates, by taking part in consultation processes with external donors and in policy discussions and by contributing to the definition of their countries' strategies, thereby advancing ownership of the development process as well as deepening of democracy and increasing accountability of both the state and the business sector. NSA often constitutes the decisive operational element in public/private partnerships including those partnerships on research and technological development.

2.4.3. NSA roles and modality for cooperation in the EC experience

Which roles are qualifying NSA to be counted as key partners in development assistance to partner countries? Broadly, this includes: representation; policy dialogue, and project management. Highlights in each area are provided below:

Representing interests of specific groups of the population - The Cotonou framework recognises that NGOs have roles in representing views of groups (like people with disabilities, ethnic minorities) or on specific issues (like the environment, animal welfare, world trade) to the European Institutions. In particular it is understood that many NGOs have the ability to reach the poorest and most disadvantaged, and to provide a voice for those not sufficiently heard through other channels;

Contributing to policy making - NGOs can provide expert inputs to policy discussions, and hence to policy making. To this effect, their links at local, regional, national and international levels are vital qualities for contributing to the policy process. In particular, they can provide feedback on the success or otherwise of specific policies thereby contributing to defining and implementing policies;

Contributing to project management - Some segments of NSA can contribute to managing, monitoring and evaluating projects financed by the EC. The contribution of NGOs is particularly important in tackling social exclusion and discrimination, protecting the natural environment, and the provision of humanitarian and development aid.

The various aspects of the EC current relationship with NSA can be summarised as follows:

- Fostering the development of civil dialogue and civil society at the European level and the strengthening of civil society as an objective in co-operation programmes;

- Dialogue/discussions with and consultation of NSA representatives in the context of policy shaping. Certain CSOs and networks have been established in order to provide information, experience and expertise. EC stimulates the establishment of specific fora in order to provide a framework for dialogue;

- CSOs as channels for disseminating information: CSOs and their networks can serve as additional channels for the Commission to ensure that information on the policies reaches a wide audience of people concerned by and affected by these policies;

- Funding of NGO-led activities. These programmes are characterised by a high degree of NGO ownership of the actions financed;

- NGOs as actors implementing EC programmes and projects.

2.4.4. Challenges for an effective partnership and possible solutions

The following problems are identified from EC policy documents and working papers as examples of possible problematic areas where co-operation between the Commission and NSA could usefully be improved and for which the EC is making an important effort in most of the partner countries.

Overall Approach - Cooperation with NSA is organised by policy areas (environment, social affairs, humanitarian and development aid, trade etc) implying considerable differences in the relationship between NGOs and the Commission from one sector to another with regard to: access to information, the way dialogue and consultations are organised and the availability of core-funding. While recognising the specificity of different sectors, most NGOs feel that there should be a greater effort towards a coherent Commission-wide approach;

Information and compliance with EC procedures and regulations - There is a lack of sufficient information for NGOs in particular on funding and financial procedures. It is said that regulations governing EC and EC-funded programmes are rather often complex and narrow. Most NSA are concerned that emphasis on financial rigour is a cause for increasing burden on them;

Information and knowledge about NSA evolution and change - The NSA (mostly CSO) sector is highly dynamic and under a constant evolvement. Often the lack of adequate information can slacken the pace of the partnership building process.

To facilitate the dialogue and the establishment of fruitful partnerships each side should be able to acknowledge and take into account the priorities and realities of the other. In this regard the following two areas are more sensitive:

- *Funding Modalities* - the EC strongly states that NSA must accept, for example, that there will always be a legitimate need for the Commission to impose certain conditions and controls to safeguard community funds. NGOs have a duty to demonstrate that they have the expertise, management systems and internal quality control systems appropriate to the work they are undertaking on behalf of the Commission.

- *Policy dialogue and consultation* between NGOs and the Commission have to be seen in the framework of the democratic decision-making process. Within the Community different institutions such as the European Parliament, the Committee of the Regions and mainly the Economic and Social Committee have a strong tradition of close contacts with NSA in order to provide improved forum for the dialogue with European citizens. Against this background, dialogue between Institutional Policy Makers and NSA is considered by the EC as an outstanding feature for any effective development and democratisation process.

2.4.5. Considerations for improved state/NSA consultation in the EC experience

In order to be mutually beneficial, dialogue and consultations require first and foremost proper planning and a high level of commitment by all participants throughout the process. This process should lead to a set of recommendations identifying best practice in consultation, which would be addressed to all Commission departments. The following issues could be considered as basic components principles for creating a structured dialogue with NSA:

- How best to define the scope and nature of the dialogue or consultation and to ensuring adequate publicity;

- How to provide adequate background information in good time so that NSA can consult their own members properly (thereby helping to ensure the quality and legitimacy of the NSA input);

- How best to bring the opinions voiced by the NSA to the attention of the relevant Institutional Levels and also to ensure, where possible, that NSA receive appropriate feedback on how their contributions and opinions have affected the eventual policy decision, thereby making the relationship a real dialogue;

- How to set jointly the agenda of any consultation process; and

- How best to select the NSA to be included in the various consultation processes on the basis of their comparative advantages and experiences. These could include the following:

  - Their structure and membership - strong constituency and functional governance.

  - The transparency of their organisation and the way they work.

  - Previous participation in committees and working groups, and

  - Their track record as regards competence to advice in a specific field.

3. Characteristics of the Operational Environment for NSA in Ethiopia.

3.1 The Current Regulatory Framework

3.1.1. The Constitution of the Federal Democratic Republic of Ethiopia

The Constitution protects fundamental human rights and freedoms and specifically guarantees freedom of association. The most important regulation is established in Art. 31 which grant the broadest freedom of association with no limitations except for the organisations formed in violation of laws or to subvert the constitutional order. Quoting the Article - *Every person has the right to freedom of association for any cause or purpose. Organisations formed, in violation of appropriate laws, or to illegally subvert the constitutional order, or which promote such activities are prohibited.*

Furthermore, Articles 29 and 30 vividly show that the Constitutions has granted a high level of freedom of expression "*without any interference*"; the right to receive and seek information and ideas of any kind; the right to "*assemble and to demonstrate peaceably and unarmed*" which can only be regulated for the protection of public rights, public morality and peace; and has prohibited censorship.

Finally, Article 42 grants the rights to "*engage freely in economic activity*" for citizens, and for workers the "*right to form trade unions and other associations.*"[29]

Provisions established by the Constitution of Ethiopia represent a very modern way to regulate freedom of association and, at the same time give some room to bad interpretation of constitutional spirit. In fact the modern approach to regulate freedom of association, freedom of expression, etc, is to identify what are the limits and leave the highest possible level of initiative to the subject whose activities are being regulated in line with the principle that "everything that is not explicitly forbidden is allowed" which in the 80s took the place of the backward minded principle of "what is not explicitly allowed is forbidden"

The Ethiopian constitution has clearly specified that it is only those activities and organisation whose scope and mission are in conflict with the law or whose aim is to subvert the constitutional order are forbidden. This means that the overarching regulatory framework of Ethiopia deliberately didn't regulate the forms in which freedom of association is possible to be exercised, neither directly or indirectly referring to existing laws or to laws to be issued to regulate this right. So the right to associate freely and with no limitations is absolute and not to be relinquished.

3.1.2. The 1960 Civil Code (of Imperial Ethiopia)

This Code provides for three types of legal institutions/instruments that can be established for a not-for-profit objective. These are: a) Associations, defined as "*a grouping formed between two or more persons with a view to obtaining a result other than the securing or sharing of profits*;" b) Endowments, created by designating certain property - by donation or by will - for the general interest, and not the securing of profits; and c) Trusts, legal instruments by which specific property is legally recognized as an autonomous entity to be administered by a person, the trustee, in accordance with the instructions given by the person who created the trust.

The formation of association is highly regulated by definition of content of the main documents (Memorandum of Association and Statutes) and the process of their adoption, publication and notification. The Law also regulates the status, rights and obligations of the Associates

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[29] Constitution of the Federal Democratic Republic of Ethiopia Art. 42 par. 1

establishing ways the personal characters of the capacity of the associate, their right to equality, modalities for the exercise of their rights, payment of subscription, withdrawing and expulsion ensuring the transparency of criteria, which have to be stated in the Memorandum of Association.

A specific section regulates the management of the Association, identifying modalities for the appointment of directors and limiting the possibility to appoint a director within the membership of the organisation by this underlining the specific character of the management of a not-for-profit organisation. The Directors are made liable in accordance with the rules relating to agency, and excluding them from the right to vote in Assemblies. The General Meeting are regulated and the boundaries of their power are somewhat fixing the limits.

The process for amendment of statutes is also regulated and rules for convocation are fixed as a guarantee for all the associates. Associates are allowed to appeal to court against decision of the General Meeting. The rights and obligations of Association regulate stating clearly the separation between right of the association and rights of the members.

Name and residence of the organisation are protected and given criteria for establishment, principles of capacity (performing or any activity consistent with its nature). Donations and legacies have to be disclosed if they exceed a certain amount and associations are made liable for unlawful enrichment.

The dissolution process is also regulated both for what MOA states, or by decision of a general Meeting upon initiative of one fifth of the associates or the office of association when number of associates is reduce and is not possible to make the association working in conformity with MOA, or the scope is attained or has become impossible to be attained, or the association is pursuing scope different to those determine by MOA or statutes, or by administrative decision when its object is unlawful or contrary to morality. Right, mandate, liability and obligations of liquidators are strictly regulated and unless differently stated by the MOA are appointed by the court.

Penal sanctions are enacted for lack of deposit of the statute, infringement of various laws and the association can be prosecuted for infringement of various legally at least to Saturday.

The Civil Code, although enacted forty-eight years ago, remains the most significant law regarding the formation of CSO. It is the law government authorities refer to regarding almost any issue concerning organized civil society. Thus, the Ministry of Justice, until recently, refused to register networks of NGO because they are not mentioned in these regulations

3.1.3. The Associations' Registration Regulation No. 321/1966
This law was issued by Ministry of Interior Pursuant to the Control of Associations Provisions of the Civil Code, 1966. The regulation requires registration for associations, sets forth procedures of registration, and establishes the powers of the Ministry to supervise and control associations. Under these regulations, the MOJ has authority to dissolve an organisation when the Office of Associations determines that the activities of an association are unlawful, unrelated to the purposes for which it was registered, contrary to morality, or when the association has failed to comply with laws and regulations.

3.1.4. The Income Tax and the VAT Proclamations

The Income Tax Proclamation (No. 286/2002) provides for tax deductions for donations or gifts made to legally registered CSOs. Deductibility of donations or gifts is allowed in three situations:

- If the recipient of the donation is registered as a welfare organisation and the registering authority has certified that the organisation has a record of outstanding achievement, and its use of resources and accounting systems are transparent;

- If the contribution is made in response to an emergency declared by the government to defend the sovereignty and integrity of the country, to prevent man-made or natural catastrophe, epidemic or for any other similar cause; or

- If the donation is made to non-commercial education or health facilities.

The law also provides that "the grant and donation made for purposes listed above may only be allowed as deduction where the amount of the donation or grant does not exceed 10 percent of [the] taxable income of the taxpayer." Finally, customs regulations permit NGO to import duty free vehicles and equipment necessary to conduct their activities.

The Value-Added Tax (VAT) proclamation provides that:

- A taxable activity is any activity carried on whether or not for a pecuniary profit. Therefore though NGOs are not-for-profit organisations, the VAT law is nevertheless applicable on them;

- The VAT proclamation (No 285/2002) is applicable on a person who is registered or required to register for VAT. However, regardless of this basic criterion for determining the scope of application of the VAT law, NGOs are subjected to the VAT law and it equally applies to them.

- The exemptions regarding the supply of goods and rendering of services in the form of humanitarian aid and goods imported for organisations or projects are relevant and applicable to NGOs. So is the exemption on the supply of goods and services by a workshop employing the disabled?

- The major areas on which proper and broader interpretation has been rendered include exemptions granted by the VAT proclamation whereby general areas of exemptions have been listed without detailed interpretation and implementation terms and conditions. In this regard, the regulation clearly states what falls under the exempted items and what does not fall under or constitute exemption under the VAT proclamation. These exemptions include among other a provision relating to supplies of humanitarian aid. In this regard the Regulation provides that the exemption for supplies of humanitarian aid applies to goods imported or purchased locally by organisations registered as humanitarian organisations for such purpose (Article 26 (1) and (2)).

- Other NGOs may, pursuant to article 8(4) of the proclamation and article 28 (3) and (4) also have that this kind of exemption through bi-lateral or multi-lateral agreements or understandings with the government. These NGOs may implement development programmes through food for work such as construction of roads, schools, health clinics etc;

A regulation aimed at facilitating CSOs' works has to take into consideration the following elements:

(a) By nature and definition CSOs are not business entities established with the objective of deriving profit.

(b) The legislators of the VAT law did not seem to have CSOs in mind except those engaged in humanitarian operation which are few in number and do not represent the majority of CSOs engaged in multi-faceted and multi-sectoral socio-economic development activities country.

(c) The concept and practice of identifying NGOs only as organisations involved in humanitarian aid activities, mirrors the real problem that the majority of NGOs face with the VAT regime of Ethiopia. Thus warranting reappraisal and revision, and

(d) VAT exemption helps compensate for the constraints on capital formation that NGOs face and can help in aiding those NGOs to better serve their beneficiaries.

3.1.5. Mass Media and Freedom of Information Proclamation (2008)

A new media law, which has been in the making over the last six years, has been passed by Ethiopia's House of People's Representatives at the end of July 2008. The proclamation was originally initiated to update and reform the first ever Ethiopian press law of 1992, and it was anticipated to remove all obstacles to the operation of the media in Ethiopia. Contrary to such expectations, the new approved proclamation tends to have opened-up rooms for continued government intervention as deemed necessary.

Over the last six years, local and international activists have been lobbying in vain for revisions in the draft to make it compatible with international norms and conventions on press freedom. The version adopted by parliament seems certain to further restrict freedom of expression and intimidation of journalists by the government. The following are some of the controversial provisions included in this law:

- The government has appropriated the right to prosecute defamation cases against the media even if the ostensibly defamed government officials do not initiate legal proceedings. Article 43 (7) of the proclamation says that defamation and false accusation against "constitutionally mandated legislators, executives and judiciaries will be a matter of the government and prosecutable even if the person against whom they were committed chooses not to press charge." The above provision, is overriding the 2004 Criminal Law which had stated that cases of defamation would go to court only when the victims make complaints. In addition, the size of financial compensation for moral damage caused by mass media has been raised from 1,000 birr to a crippling 100,000 birr, which is beyond the capacity of ordinary journalists. Because of these provisions journalists and media outlets could totally refrain from commenting or covering on issues of governance at all, and this would affect the overall path of democratization, accountability and development in the country.

- Instead of constituting an independent body, the role and duties of the Ministry of Information, which is also involved in media service provision, are redefined to give the government arbitrary powers to apply and enforce registration and licensing procedures on the independent or private service providers. It also empowers the government to stop distribution of a newspaper if the attorney general deems a news item to be a criminal act. This would provide adequate justification to complain that government is against the private actors, and hence few would have the motivation to participate in the information services sector.

- Since the major established newspapers as well as radio and television channels are government-owned, the new law may undermine the growth of the independent private sector by placing its fate in the hands of the information ministry (conflict of interest).

Calls for the reconsideration of the proclamation are already made by the media practitioners and activists at national and international levels. Interestingly nearly the entire 'yes' vote for the

Proclamation came from legislators belonging to the ruling party. Practical implementation of the proclamation is feared to result in intimidation and prosecution of journalists and media service providers. Because of the excessive penalties most would be forced to terminate their business and services. This in turn will affect the general direction of democratisation, human rights and pluralism in society. One of the support areas donors could consider should be about strengthening the technical as well as financial capacities of the free-press and media in Ethiopia.

3.1.6.   The Labour Proclamation N° 377/2003

Articles 113 to 123 of the Law regulate Trade Unions and Employers Associations, and it provides that:

- Workers and employers have the right to establish and form trade unions or employers federations respectively and to actively participate in dialogue with each other and also with government so as to ensure smooth labour relations, workers safety and industrial peace;
- A minimum number of ten workers can establish a Trade Union;
- Trade union can form federation and only federation are allowed to form confederations;
- No worker can belong to more than one Trade Union;
- Unions will have to observe the conditions and fulfil the obligations, respect the rights and interests of the members, and are entitled to represent the members in collective negotiation and labour disputes,
- Federations and Confederations are entitled to represent the members in all occasions,
- Trade Unions and Employers Federations have to issue their own constitutions containing elements for identification of the organisation;
- Trade Unions or Labour Unions have to be registered by MOLSA according to the Proclamation;
- Unions through the regulating Ministry (MOLSA) are provided the opportunity to actively participate in the preparation and amendments of laws and regulations related to their objectives;
- The registration process is subjected to examination of documents to ascertain completion and the ministry shall issue a certificate of registration within 15 days;
- The Ministry may refuse to register a Union for the following reason :
    - The Union doesn't fulfil the requirements laid down by the law;
    - Objectives and constitution of the organisation are illegal;
    - Name of the Union is similar to another organisation established before
    - One or more of the elected leaders of the Union has been convicted and punished within the last ten years of serious non-political offences

- The Ministry can apply the competent Court to cancel the certificate of a Union if:
    - Certificates are obtained by fraud or deceit;
    - Objectives or constitution is found illegal, and;
    - The Union is found to have engaged in activities which are prohibited under the Proclamation.

The law grants a high level of freedom for associations to be in line with the ILO Covenant but the definition used are sometimes misleading and offer a wide room for intrusion and interpretation of the law with regard to illegal practices, engagement in prohibited activities and protection of existing organisations (it is difficult to establish a Trade Unions' Confederation not calling it Trade Union).

Moreover, participation in law formulation and policy making processes is stipulated in Art.115, but the practice has shown that in most cases the Unions are either called very late in the consultation process   (just to ratify) or the issues raised in the consultation are partly or completely left out in the Law drafting.

3.1.7. The Chambers Law (Proclamation No. 341/2003)

According to the Proclamation, Chambers have the following objectives:

1. to provide different services to the business community;
2. to safeguard the overall rights and benefits of their members; and
3. to promote and publicise products and services of the country

The following are key positive attributes of the Law:

- The Chamber Structure introduced by the Proclamation is designed to be as broad-based and representative of the private sector as possible. Hence, it encourages the establishment of Chambers at different levels, and pledges to provide necessary supports after establishment;

- The Chamber structure is aligned to the hierarchical administrative format of the government offering an opportunity to dialogue with the different layers of decision making, and thus helping to improve the business environment across;

- The above structuring could provide improved conditions for channelling information, innovation and opportunities; further into the regions than the older chamber system which was only limited to selected major urban centres.

- The proclamation spells out some pre-requisites for good management of the Chambers; for example: annual action and budget planning, annual auditing of accounts, regular and transparent elections.

On the other hand, the Law has some un-enabling aspects, which have already presented challenges to the effective functioning of the Chambers' systems:

- Organises Business Membership Organisations under public law much along the lines of the European model of chambers (e.g. Germany). However, membership is voluntary;
- Offers extra layers of Business Membership Organisations organisation but does not provide the funding for it;
- Membership to the sector Associations is not demand-driven, and thus members do not feel and claim ownership and hence participation is weak;
- Financial structure of ECCSA makes it difficult to be sustainable (funds are expected to trickle up from the smallest chambers and sectoral associations. However, those same chambers are small, weak, and in fact look to ECCSA for help.
- Proliferation of these weak Business Membership Organisations threaten credibility of the chamber system as a whole (most of the local Chambers of Commerce are very weak, some of them exist "on paper" and don't have even office (e.g. Somali and Afar);
- Conflict of interest between chambers and sectoral associations, traders and manufacturers will inevitably lead to tensions as they are going to have differing stands on policy issues, such as the WTO.

3.1.8. The DPPC Proclamation No. 10/1995

In 1995, the DPPC was established as an autonomous public institution of the federal government with the authority "*to coordinate and supervise relief activities of non-governmental aid organisations.*"[30] By virtue of this authority, the Commission requires relief and development oriented NGOs to enter into a project agreement before commencing project activities. The DPPC permit process does not apply to NGOs engaged in non-relief activities.

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[30] Article 6(10) of Proclamation No. 10/1995 (DPPC Establishment Proclamation), August 24, 1995.

With the growing emphasis on longer-term and food security based interventions, the operational prominence of the DPPC has been on the decline. In 2006, the DPPC was transformed into Disaster Prevention and Preparedness Agency (DPPA), and a recent Proclamation has shifted the operational responsibilities and accountabilities of the Agency to the Ministry of Agriculture and Rural Development. Most of the Regions, too, have already shifted the NGO coordination mandates from the earlier DPP Bureaus to that of Finance and Economic and Social Affair Bureaus. Hence from the trend in motion it can be said that in the future DPPA will have a very limited or even no role in NSA coordination.

3.2   Policies, practices and social factors affecting NSA involvement

3.2.1 The Policy framework

The understandings on roles and frameworks for the participation of NSA can be learned from the different chapters of the PASDEP document. Unlike the earlier version (which is the Sustainable Development and Poverty Reduction Programme- SDPRP), the PASDEP recognizes the roles and contributions of CSO (primarily in service delivery), and has incorporated plans for institutionalizing consultation with and the participation of CSO in democratization and good governance under the framework of decentralization. It is worth-noting that the PASDEP emphasizes roles of membership based CSO in local level administrative governance structures.

> *The role of civil society is critical, and a comprehensive program of reforms is planned under PASDEP with respect to the role of membership-based CSO. This will include the establishment of participatory mechanisms at the local level and amendment of legal and administrative regulations for CSO.*[31]

At Regional levels, as indicated elsewhere, some of the regional governments have developed or upgraded their own guidelines meant to govern NGO operation in the region. According to the OSJE study (58) the SNNPR and Oromia have adopted such guidelines in 2006 and 2007, respectively. Besides, in the major regions there used to be sectoral and thematic annual review meetings where representatives of relevant NSA and government officials used to discuss progresses and plans.

Regarding the structural arrangement for NSA regulation, three social sector ministries, that is, Women's Affairs, Youth and Sport, and Labour and Social Affairs have all specialised departments meant to coordinate and support efforts of 'Associations' and NGOs in their respective mandate areas. The presence of the structures can be counted as evidence on the relevance attached by the government to the roles and contributions of the NSA segments in these social sectors. However, it appears that the departments/units are more preoccupied and focused to the mass-based NSA (affiliated to the government) than all actors in the field. It is appropriate that efforts of all are facilitated and supported.

Because of the gaps in clarifying the policy directions the following challenges are being faced by NSA:
- o Civil society feel, the Government is still doubtful and unconvinced on the responsiveness NSA as partners in the country's development process. It appears that a distorted interpretation of the concept of 'ownership' of the process, and also some 'overestimation' of the execution 'capacity' of government are factors governing the tendency of doubting and even avoiding civil society in real terms,,.

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[31] MOFED PASDEP A Plan for Accelerated and Sustained Development to End Poverty - 2005

- As for the Private Sector, while partnership and cooperation are largely diffused, important processes, which according to the representative of the business community was producing good results and a growing capacity for joint policy formulation, was suddenly interrupted and it appears difficult to revive it.
o The organisations of the Private Sector complain on the very limited avenues for consultations with the decision-making bodies on issues affecting the Business Community and the enterprises.
o Access to information and data is a problem for NSA, mostly for CBOs and grassroots organisations. However, with the rapid information technology expansion and establishment of resource centres the context for civil society at large is relatively improving. ;
o Indicators of growing partnerships between state and NSA at decentralised level are apparent. This would pave the way for enhanced social accountability. However, contrary to this at central level NSA roles as both partners and watchdog in policy processes is not that facilitated. By pointing at the support or constituency base, authorities assert that most NSA are not best-placed to represent and present key issues at policy levels;
o Service for NSA are scarce and even the willingness of making a joint effort to share resources and by this way increasing the organisational effectiveness for services are not considered. In big towns like Addis Ababa NSA complain about the cost of services;
o Several actors at federal level have referred that not all the activities are freely allowed or welcomed. All the activities which match with government policies or address society's sensitive issues such as child protection, education or HIV/AIDS are accepted and solicited as well as all the activities aimed at filling gaps in service provision. Not the same can be said for advocacy, human rights and democratisation process. Several NSA have explained about the patterns of challenges faced when attempting to promote these themes. On the other hand several INGOs noted about the need to thoroughly check the advocacy language and approaches so that it is not-threatening and confrontational.

3.2.2 The draft Charities and Societies Proclamation

Ethiopian NSA have been lobbying the government for over decade to provide an up to date and enabling law for their operation. To this effect, the government at different times released draft versions which have been subjects of consultation and interaction with the Ministry of Justice. After the exchanges on the different versions, the government produced its yet new version entitled Proclamation on Charities and Societies, in early 2008. Since then, the NGO/CSO community has been engaged in consultation with the Ministry of Justice and also with that of the Prime Minister in person. As a result of these interactions the draft proclamation has been under revision, and the recent version (June 2008) is circulated for a final comment by the NGO/CSO community and other stakeholders.

In general terms, NSA as well as other key stakeholders are not convinced that the draft Proclamation will provide an enabling framework for civil society growth and participation. There is broad consensus that its application would have more discomforting and challenging effects than facilitating. Relative to the existing frameworks, the following aspects of the draft proclamation represent improvements or helpful intents:

o The draft proclamation intends to strengthen roles of federal sector ministries and offices in facilitating and coordinating NSA operation in their respective mandate areas. This could provide better opportunity for NSA to participate in sector policy processes.

o Though not comprehensive, the provision granting for the establishment of consortium of charities or societies responds to the gap in the existing legislation for the legal status of CSO/NGO consortia.

o Charities and societies are allowed to engage in income generating activities, and this would help charities and societies to strengthen their internal capacity and ensure the sustainability of their activities.

o The establishment of an Agency to undertake the registration and supervision of civil society organisations and a corresponding Board for facilitating implementation of the Proclamation,

o Though to be nominated by the government, the recent draft has granted space for the participation of two NSA representatives in the Board facilitating the work of the Agency,

o Compared to the earlier drafts, the recent draft has granted the right to appeal to the Board on decisions of the Agency,

o For Ethiopian Charities and Ethiopian Societies the law has granted the right to appeal to the Federal High Court on the decisions of the executive Agency,

Despite some amendments introduced, the draft proclamation is still viewed as 'unwelcome' development with far-reaching impacts on the already weak civil society if approved and implemented as it is. Below are the specifics strengthening the above generalisation.

o If approved and implemented as it is, the ramification of the law would further diminish the avenue, interest and capacity of Ethiopian civil society actors to engage or dialogue with the government-in-power on critical issues. The various intrusive mechanisms included will affect growth and operation of independent NSA promoting alternative or dissenting views and strategies, and this would affect pluralism and democracy in the country, at large.

o The draft law defines as "foreign" any Ethiopian NSA that receives more than 10 percent of its funding from foreign sources or has any members who are foreign nationals, and then bars all "foreign" NGOs from working on human rights and governance issues. Since nearly all of the formal NSA in Ethiopia are more than 10% dependent on foreign funding for their programmes, enforcement of the law would result in the termination of their engagements on human rights and governance. Moreover, with widespread rights-based approach, development activities of NSA have become mostly interwoven with advocacy, and enforcement of the law will also affect the work of traditionally basic-service focused NGOs.

o The term used to identify Ethiopian Charities or Societies receiving more than 10% of their annual budget from foreign sources as 'Ethiopian *Residents* Charities' and 'Ethiopian *Residents* Societies' gives the view that the citizenship of those initiating such charities and associations shall be put down or downgraded to *Residency only*, without the right to participate in governance and human rights issues. This may create a disinterest to citizen participation in forming new and affiliating to existing civil society actors (that is, further weaken the constituency base) the

o The draft law still criminalizes human rights-related work carried out by non-Ethiopian organizations while at the same time making it impossible for domestic human rights organizations to operate with any real degree of effectiveness or independence. Ethiopia being the seat of African Union and many other UN regional organizations the ramification of the law may affect civil society engagement with these institutions. In addition, as the various global human rights conventions ratified by the country (Like UN-CRC and CEDAW) and cooperation agreements (e.g. Cotonou Agreement) outline and demand civil

society participation implementing the law as it is may result in disagreements and disruptions of cooperation,

o The draft law deprives CSO and associations of their rights to functional autonomy and independence. For example if approved as it is, Charities and Associations have to in advance inform the Agency to hold their assemblies. This could provide the room to intervene or regulate such group-events as seminars, workshops and conferences organised by charities and/or societies as part of their regular programmes.

o The draft law grants expanded mandate for the Agency and other federal level executive offices. For example the scope of application of the law is expanded to include; *Foreign Charities and Ethiopian Residents Charities and Societies even if they operate only in one regional state* (Article 3). This provision seems to withdraw the power already delegated to regional state governments for registering civil society whose operations are not multi-regional. Since most of the regional and emerging NSA are to be classified as *Charities and Societies* of *Ethiopian Residents,* they will be governed by the law and be accountable to the federal agency than the regional government. On the operational side, Article 67 provides that the Minister of Justice will assign *'relevant federal executive organs'* as *'sector administrators*' who *'may delegate powers and functions given to it under this proclamation to the relevant organs of federal government accountable to it'*. This provision also implies that regional executive offices are excluded from the follow-up and coordination of NSA in their respective regions, thus in addition to the practical complications; the overall framing of the law would affect the ongoing decentralization process.

o The provision barring civil society participation in human rights and governance will discourage donors from supporting NSA work. Rights based approach has become the accepted framework for aid delivery, and donors will see little added value in NSA projects for infrastructure development and service provision. This would also deprive the country the scarce foreign exchange needed for socio-economic development.

o The harsh **administrative penalties** of all sorts, on individuals as well as institutions, will definitely discourage citizens and international organisations from taking and promoting civic and welfare initiatives. And this would affect the destitute and the weaker segments of society, most.

Federal government officials assure that the law will not affect the ongoing developmental activities of most NGOs. Rather it is meant "*to put a traffic light or a sign post for at least some grand abuses and deviances* and …. *to efficiently take administrative measures against foreign NGOs, who under the disguise of NGOs propagate terrorism and collaborate with extremist*s. » Regarding possibilities of amending, the top executive official has made it clear that the major underlining principles will not be changed[32]. As a result and unfortunately, the NSA community looks forward to the ratification of the law with awe and trepidation.

3.2.3 Internal Regulatory and Organisational Factors

In the face of the prolonged un-enabling context, one expects Ethiopian NSA to take charge on their own on internal regulatory systems so that the allegations and positions of the government are invalidated. In this regard, some starts were made in the 90s'. For example the collective effort done in developing and adopting the NGO Code of Conduct was a move in the right direction. However, the subsequent efforts needed for making the Code operational and also towards embracing other civil society are unattended to. Because of this context the following aspects remain challenges on the credibility of the NSA community:

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[32] refer www.crdaethiopia.org Notes on the Second Round Prime Minister and Civil Society Representatives Discussion

- Transparency is not diffused and organisations often tend to keep information rather then making them available in the public domain. Examples include audit and project performance reports.
- Organisational resources are still weak: work process, administrative procedure, resource management, clarity of job descriptions and roles;
- Often the search for new sources of funding bring NSA to go far beyond their mandate and declared mission with the result of generating difficulties and delays in implementation and staggering quality of services;
- Social accountability is not always clear and sometimes the participation of constituencies and beneficiaries is not effective and the decision-making process is dominated by the Board Members or by powerful or charismatic leaders and decision are simply "ratified" by the constituencies.

3.2.4 Social Factors
- Qualified human resources are scarce for the needs of NSA, bilateral and multilateral donors. The competition among and between NSA and donors on human resources recruitment has created difficulty in retaining qualified staff;
- The culture of volunteerism is not highly diffused, and often this condition obliges the same individuals to carry the burden of intensive organisational management activities for prolonged time span periods. As a consequence these individuals are likely to become either excessively powerful or to burn-out themselves in the process;
- Citizen's awareness is modest and social mobilisation requires intensive and extended efforts;
- There is a low level of contribution (in financial and work terms) to the activity of CSOs, although some very interesting good practices have been developed and used by NSA whose social accountability is highly recognised[33]; and
- Social instability due to conflicts and feuds between differing socio-cultural and economic interest groups creates grounds that affect commitments, be it at organisational or individual levels, to sustain and intensify efforts for assuring the attainment of desired results. For example, some NSA operating in conflict affected parts of the country terminated their programmes, while others got disbanded due to the roles played or positions held.

3.3   Summary
The above elements compiled from consultations both at Federal and Regional/Local level, depict that the operational environment is rather challenging and substantially non conducive to enhance the contribution of NSA to the overall development endeavour.

On political dialogue, it seems the room for manoeuvring and for presenting alternative and complementary strategies to the prevailing government vision; for proposing different rules of the game and tackling issues such as Human Rights and the criteria of Good Governance is gradually shrinking. Yet, it has to be said that this vision risks shadowing a highly relevant trend that can be identified in different forms and with different level of intensity in the different regions of the country. At the decentralised level, although the Governments continue to appreciate the role of the NSA as those who fill the gap in service delivery and often show a high level of territorial and social outreach, the cooperation, dialogue, and integration between

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[33]   Activities of CBOs as Iddirs are normally recognised by the communities and the contribution from the community are normally important and regular for these organisations. There are also good experiences coming from national and international NGOs with a specific constituency and having beneficiaries at community levels. The example of Cheshire Services Ethiopia is very important, since this organisation has an outstanding activity of fundraising and probably the largest share of their funding is generated by local fundraising.

Non State and State Actors is growing and the participation in the policy processes is showing an increasing trend.

The following chapters provide the detailed characterisation and also the status and trends of emergence, growth, participations and contributions of the different segments of Ethiopian NSA.

4. NSA Typology map, dimension and distribution
4.1. Conceptualisation and Considerations for developing NSA Typologies

As indicated elsewhere, in this study, the concept Non-state actors (NSA) is used to refer to entities that include economic and social partners, comprising non-governmental organisations, trade union organisations, cooperatives and civil society entities outside the government structure. Thus, NSA is a broader term that, in addition to CSO like NGO, CBOs, etc., encompasses other segments of the community such as the Business and Economic Interest Groups (BEIG) and other organisation of the private sector which is consistent with the EU concept that describes NSA as "a range of organisations that bring together the principal, existing or emerging, structures of the society outside the government and public administration."[34]

As the entire NSA landscape comprises diverse organisations that in turn encompass various entities and groups that have distinct characteristics, the first step in carrying out the mapping study was the determination and classification of NSA categories. On the basis of the typologies developed, the profiles, distributions and also the thematic areas of participation are compiled and analysed for each NSA typology. As explained below, the previous and also the current mapping studies adopted similar considerations and factors in the conceptualisation of NSA typologies while the current study is more exhaustive and detailed in its identification and development of national NSA typology.

4.2. Conceptualisation and classification of NSA typology in the 2004 mapping study

The 2004 mapping study adopted two major consideration and criteria which were used as the basis to develop NSA typology in Ethiopia. These are;

a) **The primary function of the organisation** – the formation of NSA and the primary functions and/or activity areas are as stated in the articles of association. In addition to articles of associations, the amount of resources that NSA devote to particular activities, as well as the functions perceived as primary by the NSA themselves are used to distinguish one typology from the other.

b) **Bases of organisation and related issues** – Major factors considered include whether the NSA organisation is membership or client-based and also other related factors like areas of focus (geographic, territory, etc) and also affiliation (ethnic, secular, religious, etc).

On the basis of the above factors, the 2004 Mapping study identified and developed the following six broad typologies of NSA:

a) **NGOs (National and international NGOs)** - user-based NSA, primarily engaged in the promotion and implementation of projects and programmes focusing on social welfare, health, clean water, education, relief, urban/rural development;

b) **Development Associations (regional and local)** - membership-based NSA primarily engaged in the implementation of projects/programmes focusing on health, education, and skills training;

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c) **Faith Based Organisations (FBOs, comprising national and international faith-based development organisations and religious institutions)** - user-based NSA primarily engaged in health, education, clean water and relief delivery;

d) **Human Rights Governance** - predominantly user-based NSA, engaged in Human rights education, civic education, policy advocacy, women's empowerment, voter education, election monitoring;

e) **Other NSAs** (Business and Trade union, Professional Associations, Women's Association, Youth Associations, Co-operatives and the likes) - these are membership-based, and primarily engaged in promoting and protecting their members rights; and

f) **Community Based Organisations (CBO)** - membership-based, mostly not-registered NSA facilitating self-help for members.

The authors were aware of the complexity of clustering the NSA into distinct typologies. Even, it is indicated that "there will remain some anomalies and inconsistencies with regard to exhaustiveness and exclusiveness although every effort has been made to eliminate double counting in estimating the numbers of each type of organisation"[35].

Nevertheless, it has to be highlighted that the previous study overlooked the importance of some NSA typologies that were bypassed while others are masked due to their merger as 'other NSA' under the fifth category. For example, NSA network, apex and consortia structures are not treated as distinct categories but they were clustered under the miscellaneous typology and hence appeared less visible. The study mentioned the presence of a significant number of these collective structures during 2004 but did not consider them as an important NSA typology.

4.3. Conceptualisation, classification and characterisation of NSA typology in the Current study

From the outset, the current study, too, recognised the complexity of the clustering task at the early stage. Hence, the framework of the previous exercise, to a large extent, was adapted to cluster NSA typologies. Building on that, this study attempted to incorporate results of the transformations or the dynamics that has been taking place in the NSA landscape since 2004. The approach followed resulted in the desegregation and re-clustering of some typologies. Consequently, for example, network, apex and consortia of NSA are categorised as a self-standing typology.

Moreover, considering the make-up of members and mode of operation, the typology clustered as 'Other NSAs' in the 2004 study (Business and Trade union, Professional Associations, Women's Association, Youth Associations, Co-operatives and the likes) are clustered into different groupings. Of this cluster, a group comprising associations of youth, women, PWDs, PLWHA, and associations of the Elderly represent groupings of vulnerable, less-served and marginalized segments of society. The participation objectives and strategies of these groupings are usually different from the others like Professional Associations and Business Associations. Similarly, NSA like organisations of the private sector (employers and chambers), economic interest groups (cooperatives and microfinance) have been magnified because as noted already, the merge in the previous study have overshadowed the importance of these NSA entities despite their enhanced role in the national development endeavours.

The present study differs from its predecessor in that as much as possible detailed information is provided on the size, areas of participation, trends and directions of the different typologies

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[35] Mapping NSA in Ethiopia, A Research Study commissioned by the European Commission and the Ministry of Capacity Building, Ethiopia, British Council, April 2004, Page 51

identified, at different levels. Based on a rigorous and distinctive clustering procedure, the current study also attempted to aggregate the regional profiles of the different typologies; resource pledges and contributions across thematic and sector lines; and status and trends of cooperation within and without the typologies which are lacking in the 2004 mapping study.

List and concise definition of each of the 11 typologies identified is presented below. Then, section 5.4 provides the detailed profiling of all the typologies.

Definition of NSA clusters identified in the current study

1. **Non-Governmental Organisations (NGOs)** - The typology of NSA includes, international and national organisations registered at federal and regional levels by the Ministry and Bureaus of Justice for participation in implementing development, service delivery and relief projects that are geared towards benefiting the poor and less-served segments of the society. Some of these NSA may have members, but the organisations are third-party serving. The group is not inclusive of NSA who are faith-based by origin as well as operation. For all the NSA in this cluster it is (so far) mandatory to enter operational agreement with federal DPPA.

2. **Faith-Based Organisations (FBO) -** the typology comprises two distinct groups: Religious institutions and Faith-Based Development Organisations (FBDOs). The religious institutions predominantly promote the faith agenda and hence do not have implementation agreement based development projects as such. While FBDOs can be national or international by origin, their participation in project implementation is governed by rules that apply to NGOs.

3. **Regional Development Associations (RDAs) -** these are typologies of NSA initially established with supports from regional politicians of the ruling party (EPRDF) for participation in the provision of relief, rehabilitation and infrastructure development services and with a mandate to serving specific geographic or ethnic-based region. Some of these NSA are still run by executives who are senior officials of the regional parties constituting EPRDF, while others have some regional politicians and executive officials on their governing boards. The RDAs as self-help NSAs in its loose sense claim that all residents of specific region are members. However, the actual size of membership does not support the claim. For example the registry of ODA shows about 0.5 million members, and that of TDA is about 175,000. Thus, in this report, only the ethnic-based and those founded by politicians were treated as RDAs, while the sub-regional and those promoted by migrants and residents are identified as regional CSOs.

4. **Apex Organisations, Networks or Consortia bodies -** This are structures established by groups of NSAs to facilitate and coordinate internal and external interactions (cooperation, harmonization, aligning, dialogue, etc.) around defined objectives. Such structures are formed by NSA along lines of identity, geographical focus, sector or thematic areas of participation.

5. **Civic Associations -** This category comprises organisations that are exclusively established with the aim to ensure the realisation of peoples' rights (especially the basic rights of poor and marginalised people). They participate in awareness raising programmes by promoting civic education; principles, cultures and values of democracy; enlightening the public about its constitutional rights, etc. These types of NSA do not enter operational agreements with DPPA, but they usually enter direct implementation agreements with federal and regional Justice Organs, national Election Board and other relevant sector offices.

6. **Professional Associations -** these are associations formed by people having identical discipline or professional background in their training and occupations. The vast majority of professional associations are established to facilitate the advancement of their professional interests, including the promotion of competencies and performances of the associated members and also to undertake advocacy in defence of member's interest.

7. **Age, Gender and Health-Status Based Associations -** This typology refers to membership-based NSA formed by segments of the society that have mutual interest arising from age, gender, health-status and the likes. The members stick together so as to address shared vulnerabilities and exclusions. Association of Youth, Girls, Women, the Elderly, PWDs and PLWHA are major elements of this typology.

8. **Community-Based Organisations (CBO) and other grassroots organisations -** These are local and traditional/modern, and often informal (not registered) organisations that are formed as self-help groups to undertake activities that address common social and/or production problems. Indigenous groups like, *Iddir, Afocha iqub, mahber debo, wenfel,* and other related institutions known by different names are all part of this typology. Above all, traditional institutions (like elders' councils, women's institutions, etc.) that have great relevance for ensuring organised ways of life, conflict prevention and management, women's self-help initiatives (e.g. Siqee in Oromia), other vulnerable groups self-help and rights promotion activities, particularly in rural parts of the country belong to the category. Last but not least, clubs of youth and children, in both rural and urban social settings, are one of the grassroots associations.

9. **Trade and labour union -** This typology refers to the hierarchical structure of the Confederation of Ethiopian Trade Union (CETU), which represents the workforces in public and private enterprises and firms, and is meant to protect their rights (terms of employment like wage and salary, benefits, working condition, etc), and for engaging in collective actions like negotiations and social dialogue with employers.

10. **Business and Economic Interest Groups (BEIG) -** these are membership organisations representing the economic and business interests of their individual members. However, they are both service and representative organisations, in that they provide assistance to their members, and also are expected to advice and influence government to create a more favourable business environment. The typology comprises three distinct groups: i) the associations of the private sector that includes Ethiopian Chamber of Commerce and Sector Associations (ECCSA) and Ethiopian Employers Federation (EEF), ii) Microfinance institutions and iii) Cooperatives.

11. **Associations of the media practitioners and service providers, in short the Press** - comprises organisations established by journalists and media service providers so as to promote and protect rights of members, strengthen capacities, and also advocate for the implementation and protection of the fundamental rights to freedom of information.

4.4. Profile and distribution of NSA typologies

The survey collected and analyzed information on the size and distribution of NGOs from the three different sources: Ministry of Justice Associations Registration Office; Disaster Prevention and Preparedness Agency (DPPA) and Regional NGO coordination Bureaus (Disaster Prevention and Preparedness, Finance and Economic Development, or Social and Civil Affairs).

The inconsistency of data and information between the different institutions at federal level and between the federal and regional structures has been one of the challenges faced by this exercise.

At federal level, data from the three coordinating institutions (that is MOJ/ARO, DPPA and Regional Bureaus) is not identical or same. The MOJ/ARO maintains a registry; partly transferred from the Ministry of Interior; where profiles of all newly registered NSA at federal, in Addis Ababa and Dire Dawa is added. As a result the number of NSA as per this registry is on the higher side. Nevertheless, because of poor data entry and numbering as well due to lack of updating the actual number of legal NSA is less than what the registry show. For example, a number of international NGOs who have terminated their operation in Ethiopia, even before 2004, are still in the registry[36]. Not all NGOs registered by MOJ/ARO enter the operational agreement with DPPA, thus the total number of NSA in the registry is less than that of the MOJ/ARO. In a similar way, the DPPA data needs updating to show the actual number and profiles of NGOs. Inconsistency between DPPA and regional data is already explained. The team has learned that there is no channel of experience and information exchange between the federal MOJ/ARO and the regional equivalents.

4.4.1. Non-Governmental Organisations (NGOs)

The survey collected and analyzed information on the size and distribution of NGOs from the three different sources: Ministry of Justice Associations Registration Office; Disaster Prevention and Preparedness Agency (DPPA, December 2007) and Regional NGO coordination Bureaus (Disaster Prevention and Preparedness, Finance and Economic Development, or Social and Civil Affairs).

The data from the MOJ/ARO shows that there are a total of 2,182 (1981 national and 201 international) registered NGOs in the country by March 2008. This figure is not inclusive of the faith-based development organisations, network and apex organisations and MBAs. In the 2004 mapping study, the presence of 722 (540 national and 182 International[37]) NGOs was indicated. Hence, in general it can be said that the total number of legally registered NGOs has nearly tripled during the last four years, primarily due to an enormous increase in the number of NNGOs established during this period.

Data from DPPA shows that a total of 1,469 NSA; comprising national, international and regional NGOs and FBDOs have entered the general operational agreement with the Agency. Of this number, 727 are presumed to have ongoing projects in different regions. But, from the discussions at regional levels it has been noted that some NGOs delay the commencement of operation after signing agreements, or even cancel implementation of projects for various reasons (for example due to delays in funding or withdrawal of commitment by a donor). Hence, the actual number of NGOs with ongoing projects in regions is often less than the number indicated on DPPA data-base.

Summary information on the operational NGOs compiled from regional NGO coordination bureaus is shown overleaf (Table 1). In terms of number of operational NGOs, Oromia and Addis Ababa have the bigger shares while Harari, Gambella and Dire Dawa have the least. As can be seen, the number of NNGOs is by far higher than the number of INGOs in Oromia, Addis Ababa, and SNNPR; and to some extent Amhara. But in Somali, BSGR, Gambella and Afar, the pattern takes the opposite which could more likely be due to the logistical and administrative capacity needed for participation in these remote and emerging regions.

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[36] Examples Baptist Mission Ethiopia, Africare,
[37] number includes international FBDOs

Table 1 NGOs having ongoing projects in Regions

	INGOs	NNGOs	RNGOs	Total
Oromia	53	176	-	229
Addis Ababa	44	173	-	217
SNNPR	28	70	-	98
Amhara	34	41	15	90
Tigray	14	9	43	66
Somali	22	17	15	54
BSGR	14	3	24	41
Afar	11	7	0	18
Dire Dawa	5	6	1	12
Gambella	7	1	4	12
Harari	3	8	-	11
Total[38]	235	511	102	848

Source Regional Bureau for NGO Coordination

Since 2004 a total of 74 new INGOs have acquired certificate of registration from MOJ/ARO. From the operational and project agreements as well as profiles reviewed most of these new INGOs have specialized focuses, mostly in relation to HIV/AIDS response (information, education and communication, home-care and nutrition, OVC care and anti-retroviral drugs promotion/administration, etc.); environment/ecology; and urban management. Some of these INGOs are founded by the Diaspora (e.g. The Yirgalem Appeal Trust, Ethiopian North American Health Professionals Asso., Inc., The Bethany Negash Memorial Foundation Inc. and Abyssinia Self-Help Association in Germany), and this could be an encouraging development marking growth of the Diaspora participation in the NSA sector. There are also a number of new INGOs whose core focus appear to be on research and training related to peace and security, health and population issues, gender equality, child protection, disability and the likes. Thus, most of the new-comer INGOs have limited roles and direct participation in rural development and agriculture, which have been the major engagement areas of INGOs so far.

Compared to INGOs, National and Regional NGOs (as well as Development Associations) are expanding their scope of participation both in terms of resource mobilized and projects implemented at field levels[39]. However, parallel to the growing operational presence in the emerging regions, it appears that more and more INGOs are repositioning their participation in such a way that national and regional NGOs are able to take charge of field-level operations in the other regions. Through this process, for example: in Tigray, only few[40] INGOs have self-standing and large scale projects. Oxfam/UK and CPAR have phased-out of Amhara, and SCD is planning to phase-out from zonal-level presence so as to focus on strategic engagement at regional level. This could be an important development in the deployment NGOs, as the different segments are able to participate in areas of their comparative advantages. It is important that such internally linked-up participation of NSA is facilitated and supported by donors and other stakeholders.

4.4.2. Faith-Based Organisations (FBOs)

The national level registry at the Associations Registration Office of MOJ shows that there are 690 religious institutions in the country. In addition, there are 58 registered international FBDOs (Refer Table 2). The 2004 Mapping report indicated the presence of 192 local religious

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[38] The total figure, except for regional NGOs, does not tell the actual number of NGOs as many of the national and INGOs have operational presence in more than one region.
[39] Please refer Chapter 6 for the details.
[40] AAE has a capacity building project in S.Tigray, the others have small-scale projects

institutions, 31 international and 40 local Faith Based (Development) Organisations. Thus, compared to 2004, the number of registered religious institutions has more than tripled, while that of the international FBDOs has nearly doubled.

Table 2 summary on the sizes of religious institutions and FBDOs

Specification	Number	Remark
Religious institutions	690	Only few of these have some social and development projects
Registered Int. FBDOs	58	Most of these are implementing projects as priority, and some are not engaged in the spiritual work at all
FBDOs having ongoing projects in Regions	146	Includes the national and international FBDOs. Most FBDOs have projects in more than one region, and this is not adjusted

<div align="center">Source Ministry of Justice Registry of Association</div>

Profiles and Contributions

The national and international FBDOs are engaged in implementing projects and programmes targeting the poor and vulnerable segments of society across the country. Amongst the national FBDOs, the Social and Development Commissions and Programmes of: ECC, EECMY, EOC, Kale Heywot and Mulu-Wongel Churches have projects spread across most of the regions. In general terms, projects and programmes of the national FBDOs focus on the provision of basic and social services infrastructure development; organizing communities, promotion of alternative and complementary livelihoods and welfare supports for the disadvantaged.

Participation of the international FBDOs can be viewed from two angles. First, a significant number of IFBDOs are non-operational, thus they have no agreements with regional sector bureaus for project implementation, and thus have no personnel working at grassroots level. Examples are, CAFOD, Christian Aid, Compassion International, CCFC, DCA, CRS, Int. Islamic Relief Organisation and CFGB. These segments of the IFBDOs are exclusively engaged in mobilizing resources for supporting programmes and projects of national FBDOs and/or other national and regional NGOs, apex and networks. Second, organisations like WVE, SIM, ADRA, HEKS and LWF that belong to the IFBDOs can be categorized as self-implementing[41] and operational IFBDOs. Amongst these, WVE stands as a major participant both in terms of regional coverage and size of projects. Except Gambella, Somali, Harari and Dire Dawa, WVE has multiple woreda-wide area development programmes in all the other regions.

In terms of resource mobilization and allocation, FBDOs are one of the important typologies of NSA. Table 4 below shows the number of FBDOs and the corresponding size of resources for ongoing project by region. As indicated in the table, the FBDOs have collectively implemented projects worth a total of about 2.7 billion birr; or about 600 million birr per annum on average during the past four and half years. Oromia, Amhara and SNNP regions attracted most of the resources while Somali region received the least.

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[41] Besides, WVE is assisting some other national FBDOs like Ethiopian Mulu-Wongel Believers Church Development Organisation in accessing the USAID/PEFPAR resources which is used to support OVC through the tiered-approach.

Table 3 Distribution of FBDO and values of ongoing projects

Region	No of FBDOs	Value of ongoing projects	Examples of FBDOs involved
Oromia	33	1,478,296,640	EECMY, ECC/SDCO, WVE, EMWBCDO Missionaries of Charity Int., LWF, IIRO, etc.
Amhara	14	389,495,217	WVE, EMWBCDO, EOC/DICAC, EECMY
SNNPR	17	339,039,219	ECC/SDCO, EMWBCDO, EECMY, WVE, SENM, CCF, MKCRD, Norwegian LWF, etc
Addis Ababa	38	187,739,602	ECS/SDCO, EOC/DICAC, WVE, EMWBCDO
Tigray	8	115,414,002	EOC/DICAC & CYFAD, EECMY, ECS/ADCS WVE, SIM, etc.
Afar	8	76,837,156	LWF, WVE, Ethiopian Muslims, EMWBCDO Islamic Relief Org, Missionaries of Charity, etc
BSGR	12	64,652,081	EMWBCDO, WVE, EOC/DICAC, EMDA
Dire Dawa	1	20,421,681	ECC/SDCO (HCS)
Gambella	10	13,970,726	EECMY (Gambella E & W Betel), EOC, GISC HEKs, ECC/SDCO, Nuer Council of Churches EKHC,
Harari	3	8,731,449	EOC-CFAO, Emmanuel Baptist Church Development
Somali	2	1,006,169	ECC/SDCO-HCS and SIM
Total	**146**	**2,695,603,942**	

Source: Compiled from Regional Bureaux

Dynamics and trends

- OVC support through sponsorship (longer-term) and project-based approaches has become one of the major engagement areas of FBDOs like Mulu Wongel, EECMY, Meserete Kirstos, and Emmanuel Baptist Church development programmes.

- In the national HIV/AIDS response process, both the religious institutions and the FBDOs have actively participated in the sensitization as well as the provision of care and support for the affected and infected.

- The FBDOs appear to have recognized their comparative advantages and responsibilities in promoting peace, tolerance and co-existence. To this extent, they have maintained and strengthened the Ethiopian Inter Faith Development and Dialogue Action (EIFDDA). In addition, a regional equivalent to EIFDDA in Gambela, known as *Gambella Peace and Development Council (GPDC)* founded by 11 inter-faith groups following the 2003 conflict has played a vital role in arbitration and reconciliation and still remains operational as a regional network. In Tigray, another Inter-faith grouping has been working with IDPs on the conflict with Eritrea, and is also working to strengthen joint operation in the future.

- Some of the FBDOs have urban land and facilities secured in the past, to provide social services for children and other disadvantaged segments of society. With rapid urbanization and increased demand for land, a number of FBDOs are already challenged by local authorities who want to re-locate these institutions and develop their holdings. The Child Care Centres of EOC/CFAD across Amhara are specific examples, and JeCCDO in Bahir Dar has had to hand back part of its land holdings.

- The trend in the annual growth of registered religious institutions is shown below (Chart 2). In the first place, the number of religious institutions before 2004 was indeed more than what was indicated in the 2004 Mapping Study Report. The trend also shows that there was a leap in the number of religious institutions registered in 2005, 2006 and 2007. Besides,

from a simple tallying one can easily understand that the great majority (over 95%) of the institutions registered are Christians; and of the Protestant domain.

Chart 2 Trends in the Growth of Faith Institutions since 2000
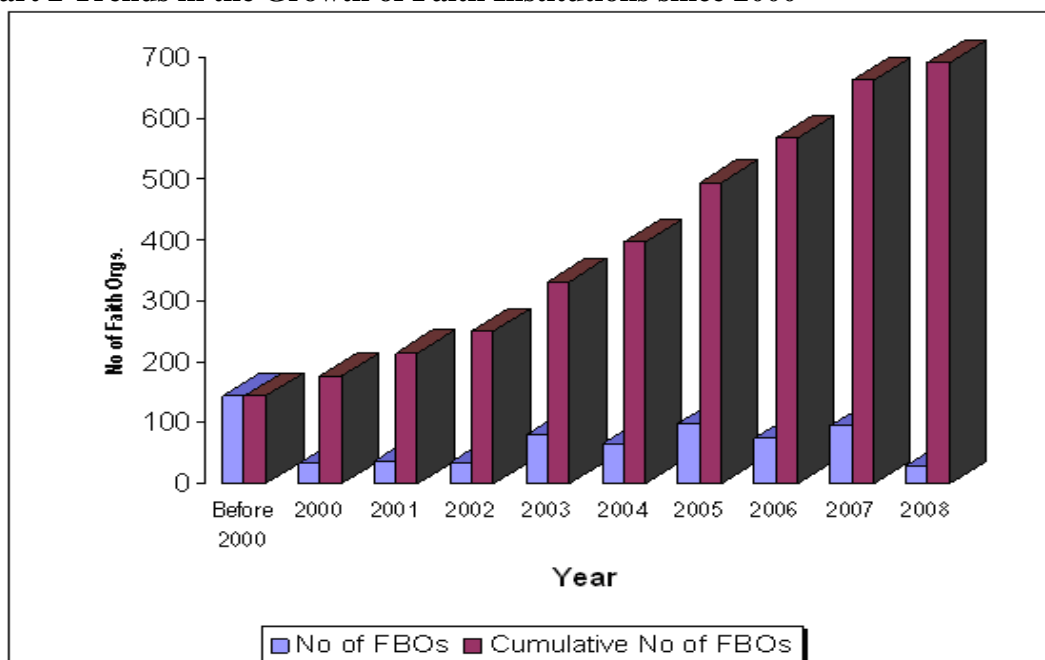
Developed on the basis of data from the MOJ/ARO

4.4.3. Regional Development Associations (RDAs)

Size and Distribution

The survey found out and observed the following changes in the size and distribution of the RDAs:

- In Tigray, Amhara and Oromia, the three RDAs (Tigray Development Association (TDA), Amhara Development Association (ADA) and Oromia Development Association (ODA)) have diversified their engagements and the levels of their participation,

- In Harari, the operation of Harari Relief and Development Association (HARDA) has been terminated by its founders for reasons of weak management and performance,

- In SNNPR, the Southern Ethiopia People Development Association (SEPDA) has developed capacity and prominence in coordinating efforts of the various ethnic-based Associations,

- In BSGNR, out of the four ethnic-based RDAs, the three (Tikuret le-Gumuz Hizb Development Association; Boro-Shinasha Development Association; and the Mao Komo Development Association) are operational, while the Benishangul Rehabilitation and Development Association is inactive,

- In Gambella Region, all three RDAs (Agnuak, Nuer and Mjenger) were disbanded by the decision of the Regional Council in 2004, following a violent conflict that took place then, and

- The remaining two regions (namely Somali and Afar) and Addis Ababa and Dire Dawa City Administrations do not have RDAs.

Resource base and participations

▪ One of the distinct features of RDAs is the large subscribing membership base. From the discussion with the RDAs, it was learnt that membership subscriptions are still being collected from citizens. For example, TDA has about 175,000 members globally, that is the Diaspora which participates through registered support mobilization entities. Likewise, ADA, has also membership and support mobilization offices in major towns of the country. Membership subscriptions are used to offset administrative costs. For example, the resource raised from the membership covers about a third of the annual expenses of TDA. The RDAs in BSGR also collect subscriptions from their members. However, as the size of members who are able and willing to contribute is small, the amount mobilized equally small and unable to cover expenses.

▪ In Amhara and Tigray, the RDAs own modern office complexes which minimize recurrent costs since they do not expend for rent. In Assosa, all four RDAs operate in office compounds rented from private-owners. The same hold true for ODA. Thus a sizable portion of the membership subscription is paid out as rent.

▪ The RDAs mostly take part in infrastructure and basic service oriented projects and programmes. Basic education, reproductive health and water development are major participation areas.

▪ During the last four years, the RDAs appear to have established better linkage and collaboration with both NGOs and bilateral donors. For example, various projects of ODA are supported by donors such as Packard Foundation, USAID, Glimmer of Hope Foundation, Engender Health and SIDA. Likewise TDA receives support from USAID/ Basic Education Strategic Objective (BESO) and SC/USA.

Contributions of the RDAs

▪ RDAs in established regions have large scale projects of broader coverage. For example, ODA has operational projects in 110 woredas with primary focus being on education, reproductive health and water supply projects. These are directly implemented through the autonomous branches which are functional in their respective zone administrations. In Amhara, ADA implements eight on-going projects in different parts of the Region. In Tigray, TDA coordinated the construction of 20 primary schools when the study team of this document was on fieldwork in the region.

▪ Regarding resource mobilization, the RDAs have become major contributors. In Amhara, ADA mobilized about 29 million Birr for its eight on-going projects, and this is about two percent of the total NGO investment in the region. On top of this, in-kind contributions are also made for some components in their areas of engagement. In Oromia, ODA has been implementing four major projects with a total cost projected to be 18.3 million Birr. Similarly, the operational agreement of TDA shows a pledge of 44.5 million Birr for strengthening the Mekele Institute of Technology[42].

▪ The project outputs of these established RDAs are impressive in size and coverage. For example, TDA documents show that it has constructed and/or upgraded over 100 primary schools during the last 15 years. Through the USAID supported BESO programme, it has facilitated community-local government partnerships for quality and equitable basic education service delivery. In Amhara, ADA is among the leading NSAs that has facilitated piloting and scaling-up of non-formal basic education. In addition, the reproductive health programme of ODA has a total coverage of about 700,000 women in different parts of the region. In SNNP and BSG regions, various RDAs are actively participating in sensitization

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[42] From DPPA data-base.

and educational campaigns around the issues of HIV/AIDS, Harmful Traditional Practices (HTPs), Violence Against Women (VAW) and education of the girl child.

- Thus, both the resource base and programme delivery of the RDAs has become more visible. The integration and collaboration with other segments of NSA and donors is also improving.

Trends and dynamics

During the last four years, quite a high number of regional NGOs have formed in most of the regions. In Tigray, more than 200; and in Amhara over 350 have acquired legal certification from Bureaus and Offices of Justice. In Oromia, parallel to ODA and its zonal branches, there are also membership-based development associations like Abdi Boru, Abdi Guddina, Abdi Jiregna, Tullu Bollo, Jarso self-help association, etc. which are set up in different zones.

One way or another, the emergence of such regional NSAs has eroded or threatened the support base of the dominant RDAs. Some observers explain the development in relation to liberalization of the registration process while others consider it as indicator of dissatisfaction with performances of the region-wide Development Associations, specifically related to equity aspect of implementation. That is, mismatch between expectations of contributors and targeting criteria of the associations in terms of where to invest resource mobilized. Hence, the sub-regional RDAs are formed as a means to meaningfully participate and monitor results of contributions made. In response to this process, the RDAs have already started reviewing and repositioning their roles as facilitators and supporters of the new-comers. It is important that such transformations are encouraged and supported by donors. SEPDA's model from SNNPR could be reviewed and applied by the others.

Regarding involvement of politicians in the governance of major regional NSAs, the survey has noted a marked shift in the make-up of the TDA governing board. For example, the chairperson of the board is neither a politician nor a civil servant, but rather a respected civil society leader. If such transition was deliberately pursued, it would constitute an important development for the regional NSA transformation process.

In BSG, the RDAs do not have any leverage for operation from the founding politicians. Instead, the two (TGPDO and B-SHDA) have established operational partnerships with some international NGOs which has introduced a clearing ground for smooth take-off. The Italian based NGO Comitato Internazionale per lo Sviluppo dei Popoli (CISP) has assisted the B-SHDA to develop a strategic plan and organisational policies. OXFAM/GB has been providing backstopping support to Tukret for Gumuz People Development Organisation (TGPDO), and recently as a joint initiative they have submitted a proposal to the regional government to establish a food-security policy dialogue forum.

Considering funding, the RDAs express dissatisfaction in the size of grant as well as arrangements and treatments of donors. The argument is; because of the broad target area and scale of operation, RDAs need to be treated differently from other national NGOs. Size of funding should allow meaningful work and offset the administrative cost arising from region-wide participation. Perhaps, this challenge can be contained if RDAs assume more facilitation and capacity strengthening roles rather than the current region-wide self-implementation.

4.4.4. Apex Organisations, Network, Consortia

Size and distribution

The research has found that quite a number of registered and formal apexes, network and consortia structures have come to the picture of NSA landscape since 2004. Besides, the emergence of region-based apex, network and consortia structures of NSA is a new dimension indicative of growth in the sector. Table 4 presents summary on such NSA typologies identified.

Table 4 summary of apex, network and consortia structures of NSA

NSA Type	Number	Examples
National level apex, consortia and networks	22	PANE, NEWA, CRDA, CVEA,
Region-based and apex, consortia and networks	25	SEPDA, ACSOT, GPDC, SPDF, APDF
Region-based branches of national apex	3	CRDA-RLO in Amhara, South and Dire Dawa

Source: Field Study

Trends and dynamics

The existing law governing the formation and operation of civil society organisations and participation is not accommodative of forming networks. Then one could wonder how the various networks were able to form and come to prominence in operational terms. In short, it is systematically tolerated by the government, and hence network structures are registered as associations of individuals rather than associations of associations.

For the individual NSA the trend of network expansion has provided improved opportunity to be part of group processes and also gain from what is made available through the platform. The quantitative survey done as part of this exercise showed that 71% of NSA reached are members of NSA networks, while an even bigger proportion (75%) affirmed working with other organisations of the same nature.

An attempt was made to understand the driving factors behind enhanced networking and network formation process. Accordingly, one or combinations of the following were found to be the driving factors behind the process:

- The regional branching-out (outreach) initiatives of national networks and apex structures has contributed to the formation of regional groupings like chapters and steering committees that assumed more formal functions. For example the PANE chapter in Amhara is a regionally registered institution, while operation of the Liaison office of CRDA is guided by a 7-person steering committee representing all members operating in the region.

- Some capacity building NGOs like AAE have been encouraging and supporting NSA segments like associations of youth, the elderly, people with disabilities and PLWHA to form network and collective action structures so as to have active participation in the promotion of shared strategic interests and also enter into dialogue with key actors for claiming rights. Support for these right holders is usually complemented by corresponding capacity building for the duty bearers. Hence, the two-pronged approach has contributed to both the formation and the participation of network structures of these social groups, particularly at regional and local levels.

- The desire and commitments of some lead NSA to promote specific and alternative strategies and courses of action, to that of the official version. For example the CS-CAFÉ was instituted to promote complementary actions needed for ending the recurrent-hunger.

- Some networks were created in response to the promoters' desire for meaningful participation in sectoral and thematic focal areas and corresponding governmental/national programmes. Examples to this effect include CORHA, BEAE and PANE.

- Particularly at regional levels, some officials have contributed their share in motivating and supporting NSA networking. These officials were in favour of networking as a means to promoting better coordination, communication and maximizing contributions to development objectives. In Tigray, the regional government welcomed the formation of ACSOT from the above understanding. Similarly, the Iddir unionization process was accorded support by local government officials in anticipation of their coordinated and expanded participation and possibilities of regulation.

- Encouragements and supports from donors as a means to enhancing NSA participation in development process (planning, implementation, and social accountability) was another driving factor. The growth of PANE (to some extent) and the emergence of the civic education association were highly facilitated by such context.

- International/regional cooperation agreements - like the Cotonou Agreement (between European and ACP Countries) or decisions/policies of some donor and regional cooperation institutions makes it necessary to systematically and regularly interact with NSA, thus either informal or formal structure is created to serve the purpose. The Cotonou Task Force (CTF) is a specific example in this regard[43]. Other similar but undeveloped NSA structures include: the UNDP/DAG Forum, and Irish NGO meetings hosted by the Ireland Embassy. Though not active, there are also NSA groupings established to promote engagements with such regional organisations as Inter Governmental Agency for Development (IGAD), the African Union and UN Economic Commission for Africa.

- The aspiration of having strong and legitimate NSA structures for representing members or constituency interest at strategic levels is another important factor. For example, compared to the individual PLWHA Associations, AELHA as a network body of PLWHA structures from all regions have stronger legitimacy to represent interests of PLWHA in the national HIV/AIDS coordination structures.

4.4.5. Professional Associations (PAs)

Size and Growth

Professional Associations are growing in number, size and capacity. According to the March 2008 registry of the Ministry of Justice, there are 151 Professional Associations[44] in Ethiopia. Out of the total, 99 NSAs were founded prior to the 2004 Mapping study, thus the new additions since 2004 are only 52 PAs. Chart 3, below, shows the trend of emergence and the steady increase in number of PAs since 2004.

Chart 3. Trends in growth of PAs since 2004
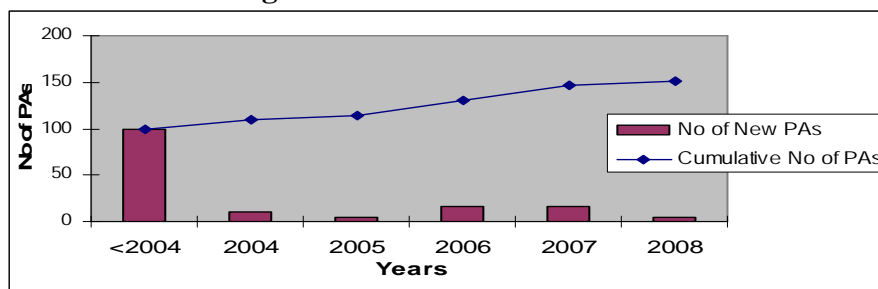
Developed on the basis of data from the MOJ/ARO

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[43] The CTF plays active and recognized role in the planning and review of Ethiopias' cooperation with European Commission

[44] The actual number from the registry was 184. Some of the NSAs included in the list belonged to other categories and rearrangement was made (for e.g. APAP was considered as a PA - but it belongs to Civic Associations category)

Profiles and Focuses

To facilitate a better understanding, identified PAs are categorized and clustered into 12 distinct groups. Table 5 shows groups and size of each category of PAs. As can be seen, the Associations of people engaged in similar business or livelihood fields or sectors are relatively numerous groups. It is interesting to note that Associations of Health sector professionals are the single largest of all other sectors, while PAs belonging to Legal, Education and Arts, Economics and Accounting professionals are on the lower side. The number and diversity of PAs in the agriculture and environmental fields does not correspond with the socio-economic importance/relevance, outstanding challenges and policy and strategic priorities attached to the sector. Strong PAs in this sector are necessary to initiate and promote internal dialogue and debates around key issues challenging the transformation of the sector.

Table 5 Distribution of registered PAs by major areas of professions

Category of PAs	No.	Examples
Business/occupational	38	Sectoral Association of Industrial and Agricultural Producers and/or exporters (e.g. Flour, Textile, Floriculture, Livestock), insurance service providers, Contractors, Consultants.
Health (medical and non-medical)	24	Medical Association; Radiography; Nurses; Health Informatics; Radiologist, Anaesthesiologists; Malaria Control; Women Physicians; Surgeons.
Alumna	16	Ethiopians Educated in: Germany; Russia; Belgium; x-Harar Military Academy; and General Wingate High School.
Arts, Culture and Sport	13	Ethiopian Senior Athletes; Musicians; Writers; Theatrical Arts; Ethiopian Kung Fu Association.
Engineering and Architecture	12	Civil Engineers; Chemical; Architects; Urban Planners; Industrial; Mechanical.
Agricultural and Environmental Science	11	Agricultural Professionals; Horticultural; Wildlife; Meteorology.
Media and Press	9	National Association of Journalists; Free Press Journalists, Amateur Journalists; Photographers.
Natural Sciences and Technology	7	Physics, Chemistry, Information Technology.
Social sciences	7	Sociologists, Social Workers and Anthropologists; Population Studies; Philology.
Economics and Accounting.	6	Economics, Accounting, Business Education.
Education and Arts	5	Educational Research; Management; and Ethiopian Languages.
Law	3	Bar Association; Pan African Lawyers Union.
Total	151	

Source MOJ Register of Association

Establishing the membership base of PAs is a challenging task since most of these associations do not have up-to-date registry of their members. In general, except some mass associations (such as the Teacher's Association), the majority only provide approximate membership size, and the participation of members in the operation of the associations is weak. Table 6, below, indicates findings of the survey on membership size of some PAs.

Table 6 Dimension of constituency in selected PA

Association	Number of Members
Ethiopian Public Health Association- EPHA	2.600
Ethiopian Medical Association - EMA	1.500
Ethiopian Bar Association - EBA	550
Ethiopian Nurse Midwives Association - ENMA	500
Ethiopian Consultants Association – ECA	150
Ethiopian Teachers' Association - ETA	250.000

Source direct Interviews

Operational Model

Most PAs aim at organising professionals and practitioners who can advance their right and build the critical mass that would enhance their working situation and thereby to have collective voice in the decision making process affecting their activity.

To this end, PAs aim to defend the rights of their members and try to put the fundamental issues raised by the association in the sectoral policy agenda using mostly technical and professional tools and also "soft advocacy" activities. The main activities of PA include: representation, training, professional skills and knowledge enhancement, advocacy and provision of services to its members. It can be said that most of the associations have advocacy initiative but only the soft advocacy efforts of very few is based on evidences from research and studies conducted with the aim of producing better organisation, functioning and outreach of the sector.

The following are some examples of on-going advocacy initiatives at sectoral level:
- Health Associations advocacy for increased resources flow to the sector, to raise on preventive health.
- Legal Associations advocacy for the rule of law, human rights, effective and ethical *lawyering*, legal reforms.
- Technical and Science Associations and other sectoral associations advocacy efforts for modernisation of technical regulations in their sectors.

Organisational Features

In these associations, high level of internal democracy and frequency in the rotation of leadership is observed. But it can be said that each of these organisations have founder members, high-level activists or prominent individuals whose voice is heard more often.

The financial and material contribution of members of PAs is regular and timely but normally low. There are organisations with strong financial basis and this is true mostly for organisations that generate revenues for their Associations through conducting research and through participation in professional activities (for example Ethiopian Economics Society). Moreover, some of the organisations raise funds vertically through international contacts such as International Organisations, "sister organisations" in developed countries (e.g.: Canadian Medical Association supports Ethiopian Medical Association (EMA), Canadian bar Association supports Ethiopian Bar Association (EBA)).

Some PAs implement projects, for which they receive capacity building and/or financial support from international donors (SIDA, CDC, USAID, UNFPA, UNDP, EC) or INGOs (Action Aid, Handicap International). Others receive support from the State in the form of free urban plots for construction of office and training/conference facilities.

Leadership and Management

Board members of these associations focus on professional issues, technical aspects, etc. Most of the leaders however lack access to tailored courses on management or leadership. Despite this, they discharge their responsibilities in a fairly ethical and acceptable way.

Participation in Sectoral Policy Dialogue

Differences exist in this area. There are sectors in which PAs are highly engaged and involved in policy dialogue and formulation processes. For example, in the medical sector the Organisations sit on different policy and advisory committees (Central Joint Steering Committee or Joint Donors and Ministry Consultative Committee) at ministerial level (EPHA, EMA and ENA have contributed to the drafting of Health Policies, HIV-AIDS policy has been totally worked by the support of EPHA). Likewise, in the legal sector EBA has been consulted and advised Parliamentary Bodies in the preparation of laws such as Family Law, Press Law, Labour Law, Electoral Law (incidentally, some of these laws are said to be modern and advanced regulatory frameworks).

Capacity Building

As indicated above most of the PAs have a seasonal operation and thus, there are no on-going activities at secretariat levels. Moreover, most of the PAs are 'inward' exchanging professional and technical (academic) information only. Undertakings of policy research and debates are rare. Furthermore, there is no horizontal linkage and collaboration with other PAs as well as other NSAs. The trend of fragmentation of associations into sub-specialities, while the more all embracing ones are still weak is worrying.

By taking into account the above challenges PA capacity building initiative should focus on leadership development, networking and programming for vibrant operation.

4.4.6. Age, Gender and Health Status-Based Associations

Profiles and Participation

In terms of size and distribution, the survey found out that these NSAs are ubiquitous at local levels, and factors contributing to this are the following:

- In Tigray, Amhara and Addis Ababa there are relatively stronger women and youth associations. Even during the 2004 Mapping exercise, they extended their operational presence at local (woreda) and kebele levels,
- The core businesses of regional and local equivalents of the Ministry's of Women Affairs, and that of Youth and Sport are about assisting and strengthening associations of youth and women. Thus, there has been on-going initiatives of strengthening these associations,
- The national HIV/AIDS response, through the HAPCO structures and also as part of NGO projects has been extending support for the formation and participation of associations of PLWHA. Thus, associations of PLWHA are among the profiles of NSA found in nearly all urban centres. In some towns one can find multiple associations of PLWHA, partly due to the splitting of a single association,
- Formation of Associations of Elderly at woreda levels is facilitated and assisted by offices of Information and Culture (e.g. in Amhara) and by Social Affairs (in Addis Ababa and other regions), and
- Assistance is also provided by NGOs to these organized units of NSA. To facilitate collective claim making-capacity, some NGOs like AAE have extended project supports for establishing associations, federated structures of youth and PLWHA, and the elderly.

In principle, promotion and protection of members' interests and rights are the core purpose of these NSAs. The promotion work has internal and external dimensions: In the first place, members are assisted to be aware of their rights and obligations through internal sensitization and educational strategies. Besides, some assist their members to develop skills and provide seed money for participation in economic activities and thereby build self-reliance. Secondly, members undertake outreach programmes of educating society to recognizing and help protected their rights.

These NSAs employ various strategies for the protection of member's rights. Provision or facilitation of legal counselling and representation are common approaches. On a higher level, the Associations initiate and/or take part in policy advocacy to fill policy gaps and remove barriers to the full realization of rights. In relative terms, one of the strengths of these NSAs is their capacity to mobilize members and rally or campaign behind a burning issue.

As it stands now, apart from PLWHA and Ethiopian Women's Lawyers Association (EWLA), other NSAs of this category are not that strong in promoting and protecting rights of their members. In other words, the activities aimed at sensitizing and economically empowering members outweigh the rights promotion and advocacy efforts. For example in Amhara and Tigray both the associations of youth and women are well known for their role in mobilizing members that articulate and defend the rights of their respective members.

Organisational trends
The process of establishing hierarchical structures of these NSAs that extends from kebele to national level is still in progress. The Ethiopian Federation of Persons with Disabilities (EFPD) and Association of Ethiopian Living with HIV/AIDS (AELHA) are already in place. In addition, the successive consultations held by the regional Youth Associations are expected to culminate in establishing a National Youth League before the end of the current year (2008). There is also another plan of establishing a national association of regional women. The plans for establishing national structures are pursued as strategic actions for facilitating representation and participation at national levels. However, experiences and trends at regional and local levels show that a careful approach to the initiative should be taken.

- Not all youth and women are members of the hierarchical regional associations. In Amhara. The president of the youth association indicated that only 5-6% of the regional youth are members.

- Local level associations which are regard as building-blocks of the higher level structures (regional and national), lack the capacity and independence to meaningfully participate in representing the interest of their members. Thus, despite direct access to decision making structures, they have little to offer decentralized governance as outlined in PASDEP.

- As explained in relation to regional development associations, during the last four to five years a number of localized and specialized associations of youth and women registered and became operational (e.g. refer to regional reports for Tigray and Amhara). For instance, urban youth is associating with new groupings as a strategy of distancing from the hierarchical regional youth associations. Unfortunately, the local level structures of the regional associations lack capacity to link with the local associations formed in parallel.

- The leadership of the regional associations are aware of the dynamics in the emergence of parallel and specialized associations sharing their constituency and legitimacy base. Accordingly, some have already taken steps as to how to align and coordinate their efforts. For example, Tigray Women Association has started separate discussions with

Tigray Women Lawyers Association, Tigray Women with Disabilities and Women Living with HIV/AIDS Associations. However, such linkages and collaborations are not adequate enough to bestow the representation mandate for one specific group.

- The accomplishment of regional associations in terms of building capacities of their woreda structures has been weak. As a matter of fact, regional offices are sustained only by subscriptions collected by woreda and kebele offices.

Hence, forming national structures that on the one hand, are not inclusive of all organized groups, and on the other hand lack strong decentralized building-blocks, may only contribute to perpetuation past practices of running ineffective institutions.

Capacity building needs
Building on the above situation, the following are key areas for building capacities of NSAs under this typology:

- Capacity and skill for support and membership mobilization, management and accountancy,
- Capacity to sustain horizontal and vertical cooperation and dialogue amongst various NSAs sharing identity and constituency,
- Capacity to promote and defend rights and interest of members – exposures and exchanges forums and training on Rights Based Approach (RBA), advocacy and lobbying skills, monitoring and reporting, etc.
- Capacity to develop resource and service centres for members such as reading, leisure and sport, training centres.
- Capacity to communicate with the public, support providers and decision makers including development of communication infrastructures - database, web sites, E-mail, news reel and the likes.
- Capacity to regularize internal board and management meetings
- Capacity to improve outreach and support to local-level structures.

4.4.7. CBOs and other grassroots organisations

4.4.7.1. CBOs
The quantitative and qualitative growth
One of the visible dynamics in the Ethiopian NSA landscape is the growing federation of Iddirs into unions and corresponding participation of these new aggregates of Civil Society groups in discharging expanded roles beyond the traditional roles which are provision of social services to the poor and vulnerable segments of society. This changing process has been observed in different regions and it shows a national trend to be given considered as one of the fields for further capacity building initiatives.

From the evidences recorded, some exemplary processes can be summarised as follows:
1. the creation of TESFA Social and Development Association - a Union of *Iddirs* which gathers 40 member organisation and 42 partner organisations in Addis Ababa and the neighbouring town in Oromia Region. It has a total of more than 12,000 primary members.
2. the creation of ADMAS - an umbrella organisation in Dire Dawa which gathers seven *Iddirs* Unions or Boards which in turn gather a total of 62 *Iddirs* in the town with 2064 primary members.

3. The creation of Regional Network of *Iddirs* and/or *Afochas* in Harar which gathers 52 *Iddirs* (in turn belonging to a Union) and 44 *Afochas* (also belonging to a Union). These CBOs have 18,900 members and 300 executive members.

4. In Tigray 49% of associations created during the period 2004–2008 are Iddirs[45];

5. In Amhara Anti-AIDS and Reproductive Health Clubs/Associations and Unionized *Iddirs* are among the most important and widely available NSA typologies. The Bahir Dar Iddir Union (with 28 member *Iddirs*, comprising of 6,643 households) undertakes innovative social services delivery by mobilizing resources from within its constituency and governmental and non-governmental sources.

6. In Benishangul Gumuz, 48 *Iddirs* that are established in Assosa town are already in the process of forming a Union;

7. In SNNPR, more than 100 *Iddirs* operating in Awassa town have formed a Union. These *Iddirs* and other CBOs, such as regionally organized women and youth associations, etc. have established good relations with the regional government at different levels. That is, at regional, woreda and kebele administration. At each of these levels, NSAs and government organs engage in dialogue and cooperate on operational issues.

The above trends show that CBOs are unavoidably turning into new forms of institutionalisation involving different levels of organisation, representation and engagement in partnership with stakeholders at regional, woreda and kebele levels.

Generally, as observed from the social fabrics of societies in Ethiopia, people of the same kebele and woreda know each other closely and often have social linkages. This situation serves as a fertile ground for the expansion of CBO structures - Iddirs. Most of the CBOs studied, especially unions, were initiated with the assistance of the NNGOs and INGOs, and this presents improved opportunities for sharing information and experiences among CBOs within the same area through such activities as training, exhibitions and exchange visits to be organized by NGO programmes. These phenomena are in turn resulting in peer competition among the CBOs in terms of transforming, innovating and registering results. On the other, the survey observed a high degree of similarity between the NGOs and the emerging Unions in terms of structures and operations. It is important that the emerging Unions maintain the confidence and support of their constituent members.

The growth of CBOs as recorded during the field work, is indicative of the capacity of these organisations to respond to the needs of communities and at the same time to promote awareness, participation and empowerment of their members through collaboration with government and non-government organisations. Chart 4, below summarises the process:

Chart 4 Process of CBOs' transformation

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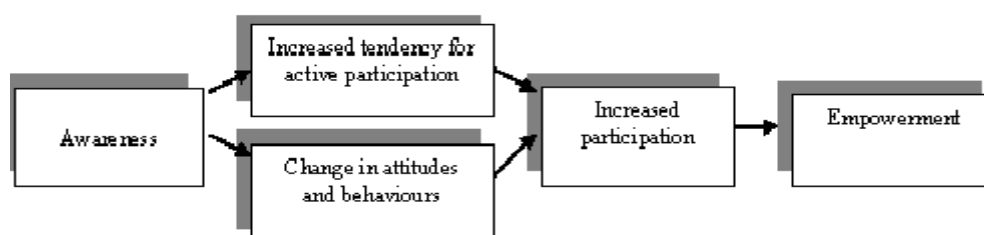
[45] Please refer the respective Regional Reports in Volume II of this study

Readiness of CBOs for collaboration was confirmed in several ways which are examples of good practices. Normally the networking and institutionalisation process works as follows:

- Those CBOs who have taken the initiative of promoting collective agenda, in turn participate in the preliminary sensitization as well as mobilization campaigns aimed at attracting other CBOs ;
- Some of the relatively well established and strong CBOs organized sensitization and training programmes as well as other capacity strengthening initiatives jointly with their partner National or International NGOs;
- Exchange visits and reflection sessions/meetings among CBOs were regularised,
- A partnering process has been established;
- Inter-CBOs consultative and coordination meetings have been organised;
- Boards and networks or umbrella organisations have been gradually established; and
- These organisations are engaged in different ways in social mobilisation and start building a relationship with the government institutions at local level.

The cases where CBOs did not utilize the aforementioned comparative advantages and initiatives to develop organized coalitions might be associated with different factors that have been recorded, as such:

- competition among CBOs;
- legislative barriers since the law limits formation of CBOs' federations to unions;
- lack of consciousness (among CBOs) about the potential benefits of getting together in an organized form; coupled with absence of successful models of organized CBOs.

Notwithstanding, it could be said that the growth of these organisation is one of the striking trends observed and which has to be adequately considered. Many programs that adopt the tiered approach have an *Iddir*, *Afocha* or other grassroots organisation as a last-tier or operational outlet. It was observed that this is a process which has been strategically fuelled by National and International NGOs, which have identified the potential of these organisations and supported their effort towards strengthened institutionalisation and higher levels of capacity. These organisations then address broader community social problems as well as carry out their traditional roles of providing basic social services.

This process indicates the existence of some risks because these organisations have regular and timely (even if low) contribution and donors have started to support them. In time they may become donor-dependent and lose their link with their constituencies while developing "professionalism" and sometimes seeking expansion which might entail being absorbed by other organisations. This is an open-ended process potentially shadowing the primary role of CBOs and blocking local dynamics (the case of TESFA in Addis Ababa which is emblematic of this crossroad situation; the organisation has gradually grown, institutionalised, secured resources, and is now expanding operations in a neighbouring town in Oromia). They have created several opportunities (youth organisations, clubs, cooperatives for self-employment, etc.) but they risk decreasing participation of their constituency.

Activities

The following are key activities that are promoted by the *Iddirs* and their unions in most of the regions:

- Providing care and support for people affected and infected by HIV/AIDS (OVC support, home-based care and support),

- Facilitating and providing legal counselling and support to the poor and other weak segments of society,
- Developing social centres for children (day care), and the elderly,
- Lobbying local government to develop and improve basic services for the poor and other disadvantaged groups,
- Motivating and supporting disadvantaged groups to engage in productive activities,
- Enhancing community-based reproductive health/family planning services,
- Coordinating campaigns for environmental rehabilitation and sanitation, and
- Constructing community infrastructure (water points, access roads).

Internal Organisation
Internal organisation is characterised by:

- low level of institutionalisation to cope with the "modern" bureaucracy and more "formalised" structures of other NSAs. This level is considered to be growing due to efforts of NNGOs engaged in strengthening CBOs;
- lack of democratic leadership and concentration of power and responsibility on few elite leaders and/or powerful members; and
- lack of administrative and organisational mechanisms; although in this case it has to be acknowledged that in several instances efforts are being made to improve the situation and enhance organisational quality.

Resources
- Resources are limited and most of the CBOs do not have multi-annual agreement with funding partners.

- Often local government bodies acknowledge the need for contribution and support to the resource-base of these organisations by providing premises for offices and other income generation activities (small shops, shower places, etc.).

- Some of these CBOs have started receiving financial and/or capacity building contributions from donors.

Capacity Building
The main needs in terms of capacity building are related to material capacity building but there are also other needs such as the following:

- recruiting skilled manpower and updating staff capacities;
- resource and experience-sharing;
- building leadership skills, capacities on organisational and institutional management;
- instituting democratic organisational functioning and operations; and
- enhancing administrative and financial management capacity.

4.4.7.2. Other Grassroots Organisations
Other grassroots organisations can be categorised in to two: **traditional institutions and the various Clubs of youth and children.**

The traditional institutions, like elders' councils or tribunals that provide guidance or oversight to organised ways of life, for example: in conflict prevention and management; in cultural and natural resources management; in disaster management and the likes are still alive and functional in most of the remote and peripheral parts of the country. For example, in Gambella Region, a three-person elder's tribunal from the major indigenous ethnic groups serves as

advisors to regional efforts of inter-ethnic reconciliation and peace building. In Borana (Oromia) and South Omo (SNNPR) elders tribunals (Gada System) strengthened by NGOs[46] have been engaged in the management (arbitration and control) of inter-ethnic conflicts between the various agro-pastoral communities.

It is difficult to say whether these institutions will have continued relevance and respect in the near future. Under some circumstances the governments at different levels find these NSA as very important actors, to the extent of allocating office-space and budget for their participations[47]. This may help towards sustaining the NSA. But, because of some of their roles and decisions from such position, credibility and respect by their constituency could be damaged; hence relevance. In addition with the ongoing implementation of reform programmes (like decentralisation and justice system reform) and the government's drive of strengthening mass-based associations, such NSA may find it difficult to remain informal and unaffected by the government in terms of their operational autonomy.

Like the traditional NSA briefly discussed above it is impractical to collect data that show the size, distribution and engagements of the various Clubs of youth and children nation wide. As a result the findings are more of descriptive in qualitative terms.

These organisations have the following characteristics:

- The vast majority of them were recently established;
- Most of these Clubs do not have stable relationship with donors or other funding sources;
- Those which have source of funding (mostly INGOs and HAPCO) have achieved a medium level of institutionalisation but still lack leadership and organisational management capacities;
- Their constituencies are not large but show very high level of activism which however, has not yet produced tangible result. However, this is important in itself because it shows a growing level of active citizenship and it is the basis of an important way of voluntarism which can nurture the Civil Society.
- Clubs are established at territorial level, in schools and working places. These entities can make a move towards networking and produce useful interactions and establish cooperation;
- Sometimes clubs are concentrated in a very small territory and compete for resources. This introduces inefficiencies which become hindrances to their growth;
- High level of turnover of leadership is a common feature of Clubs. This situation results in frequent interruptions or even re-designing of ongoing programmes or initiatives, thus affecting result orientation and performance towards the core purpose;
- The internal organisation of clubs is very weak: while formal responsibilities are in most cases established, organisation and functioning is totally spontaneous and non-regulated. This points that much support is needed to improve transparency.
- Given the magnitude of this phenomenon, it is worth considering it as a dynamic to be supported and nurtured to create future generations of leaders for Civil Society, strengthening democratic values, openness and organisational and management capacity. In this case, the tiered approach being adopted by different Civil Society programs could be useful to establish a mentorship function aimed at accompanying the growth of these organisations, stimulating networking and merging and qualifying the initiative of these organisations.

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[46] Examples include Eth. Pastoralist Research and Development Association, Action for Development, SOS Sahel
[47] The Gambella experience, also in Afar

Activities

Grassroots Youth Organisations normally work in areas of:

- Culture, entertainment and developing special interest of founders (art, music, drama, environment, heritage, etc.),
- Community awareness raising through different approaches (from peer education to organisation of coffee ceremonies) and raising issues of common interest for discussion), and
- AIDS and preventive activities (education, risk reduction, distribution of contraceptives).

Internal Organisation

When clubs register, most of them have the minimum organisational level required to fulfil criteria for registration. Rather most emerged as initiates of individuals who often serve as key executive officers. It is worth noting that the pattern of 'personalising' these Clubs with specific founders who are also managers or directors should be challenged. Instead the culture of collective ownership and democratic governance has to be nurtured.

These organisations tend to undervalue the need for networking and joining effort due to the fact that they defend their own territory from any interference. However, at present leaders of these organisations are coming to realize the importance of networking for efficiency and achieving critical mass.

Resources

Resource-base is very low, normally these organisations do not have permanent sources of funding and they receive irregular contributions or very small grants from regional HAPCO or AIDS Secretariats, operational NGOs or from Municipal Administration.

A higher level of programmatic cooperation with an external source of funding normally an INGO or National NGO on project by project basis is likely to produce a qualitative leap and trigger institutionalisation process, enhancing organisational and administrative levels, increasing transparency and accountability, and technical capacities.

Capacity Building

In all the individual and group meetings attended by the study group, Grassroots Youth Associations and Clubs have shown a rather high level of awareness of their needs in terms of capacity building, mainly related to:

- Technical support to improve the quality of services and activities;

- Management and leadership support;

- Enhancing capacity for resource mobilisation or fund raising; and

- Project cycle management.

4.4.8. Civic Associations
To this category belong organisations working in the civic arena:
  A. Human rights
  B. Civic rights
  C. Consumers rights
  D. Observation and monitoring of public services
  E. Voter's education
  F. Observation of elections
  G. Governance and democracy - research and think-tanks
  H. Conflict prevention or resolution

These organisations are established with the aim of realising peoples' rights (especially poor and marginalised people's basic rights). All selected CSOs are involved in awareness raising programs. These are carried out through the dissemination of civic education; promoting principles, cultures and values of democracy; enlightening the public about its constitutional rights, etc.

Profile and Distribution
The number of these associations has shown a sharp increase around and after the elections of 2005 (highest peak of organisations registered). This growing trend has been maintained until the present time. Chart 5 below shows the trend:

Chart 5 Growth in Registered Civic Organisations
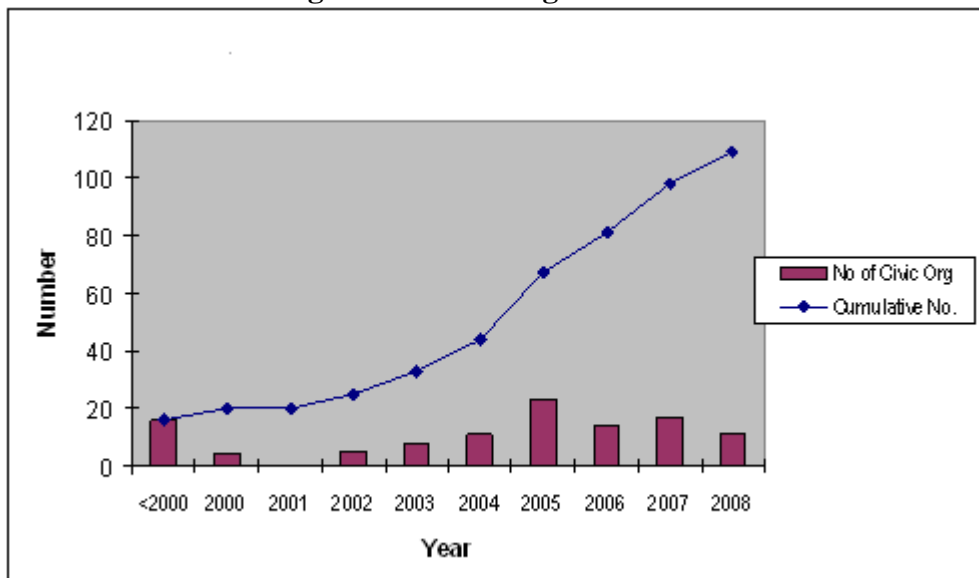
Source: MOJ Registry of Associations

Civic Associations carry out wide range of activities:
  - Establishing Community voluntary human right groups, centres or clubs in different regions with the aim of enabling these to provide legal aid service in their localities to poor people especially poor women. Most of the cases handled by these associations include, property related matters, compensation, rape, family dispute, divorce and disowning and discrimination issues.

  - Involving in resolving conflicts and contributing to bringing peace and stability in the country. These associations play a proactive and reactive role in preventing and/or resolving conflicts, promoting cooperation and understanding between different social,

religious, ethnic and political groups. For example, mediating among different political groups during and after the 2005 elections turmoil).

- Monitoring and reporting human rights violations such as extra-judicial killings, arbitrary detention, torture, forced disappearances, unlawful and arbitrary confiscation of property, violation of privacy, unlawful dismissal of employees, denial of freedom of conscience, religion, expression and association, etc.

- Conducting civic education programs and organising debate forums among contending parties to provide access to information to the public on the programs and plan of actions of different parties.
- Contributing to fair and democratic elections but also contributing towards the development of a democratic culture, based on dialogue, accommodation and tolerance at local levels of administration.

- Compiling and disseminating regular and periodic reports on implementation and enforcement of human rights conventions and treaties;

- Provision of legal counsel for victims of human rights violation;

- Conducting voter's education, and
- Observing national and local level elections.

Usually these NSA Civic Associations have good level of horizontal links and relationship with organisations of the same type and good level of vertical links with African and international organisations and federations.

4.4.9. Private Sector and Social Economy Organisations

4.4.9.1.Business and Economic Interest Groups (BEIG)

In Ethiopia, there are two main Organisations of the Private Sector: Ethiopian Chamber of Commerce and Sector Associations (ECCSA) and Ethiopian Employers Federation (EEF). These are membership organisations representing the business community and comprised of enterprises and individuals engaged in trade, industry and services. The general purpose of such NSA is to protect and promote business. However, they are both service and representative organisations that provide assistance to their members, advice and influence government to create a more favourable business environment.

The Ethiopian Chamber of Commerce and Sectoral Associations (ECCSA) is an apex of regional chambers and sector associations established under the proclamation No. 341/2003[48]. Maintaining dialogue with the government; business promotion; and provision of business support services are the core purposes of ECCSA.

It has the following constituent as its members:
– Nine regional chambers of commerce and sectoral associations
– Two city/regional chambers of commerce and sectoral associations
– One national chamber of association
– Six associations organized at the national level (horticulture, leather and leather products, plastic, garments, coffee, oil seeds and pulses);
– More than 60 city chambers of commerce (but the number is growing very fast and is likely to reach 100 by the end of 2008).

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[48] Proclamation N° 341/2003 Chambers of Commerce and Sectoral Association Establishment Proclamation. Federal Negarit Gazeta of the Federal Republic of Ethiopia N° 61/2003

Established 60 years ago by a large number of associated enterprises and associations, the Addis Ababa Chamber of Commerce (AACC) is at the forefront of all these activities. As compared with the AACC, the federal Ethiopian Chamber of Commerce is less vibrant and visible in operational terms.

The ECCSA has the opportunity to participate in different Committees and Boards with different ministries (mainly the MOTI, MOJ, MOLSA and Revenue). Nevertheless, the ECCSA feels the avenue and level of policy engagement is insufficient as a permanent forum for ongoing cooperation between the Government and the Business community is lacking.

Ethiopian Employers Federation (EEF) was re-established[49] under the Labour Proclamation N° 377/2003 in 1989, and also regulated by the ILO Convention "Freedom of Association and Protection of the Rights to organise" (ratified by Ethiopia, in 1984). The organisation also engages in social dialogue "*to promote trust among social partners, enhance industrial peace and productivity and investment with a view to creating a healthy workforce and environment*".[50] In terms of linkages, EEF is a member of both the international employers' organisation (IOE) and the Pan-African Employers Organisation (PEC).

EEF has two levels of membership: direct membership (for the enterprises) and indirect membership for the Associations. More than 100 major enterprises are direct members. The Indirect Members are different sectoral associations belonging to different sectors and clustered in nine Federations.

The operational model
Findings from the field work clearly amplify the challenges and weaknesses of the organisational fabric of the Private sector in Ethiopia. The following are main features observed;
- The key role and purposes of the Chambers and the Federations is about representing the interests of the constituency in the negotiation with the State, the Trade Unions, and with the International Organisms (e.g. ILO) and with other relevant national organisations. However, the strategy followed to meet the purpose is largely dominated by meetings, debates, and lobbying actions and these are found less effective. Propositions should have been concretised by research, or data.
- Participation of members in the operation of the Chambers and Federations is rather limited, instead a handful of distinguished members often participate and make the decision for others. Hence, democratic governance and planned process for leadership creation and transition is lacking. Moreover, this situation would lead to undermining the legitimacy and credibility of the Chambers and Federations;
- The second line of activities are about provision of packages of services for the associated small and medium enterprises aimed at improving their management and marketing practices. However, as the internal resource bases of the structures (membership fees) are very limited and as the linkage with donor partners is weak this line of engagement is weak and not to the standard expected by members.

ECCSA points that the operational environment is slightly disabling. The executives pointed that many of the concerns and priorities of the Business Community presented during the law-making process were not taken care of. The EEF also is not appreciative of the operational environment. It is of the view that EEF is not considered and rather avoided from the avenues of national economic policy dialogue, as remarked below.

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[49] after 21 years of stop during the Derg regime
[50] ibid

Organisational Capacity

The various aspects mentioned above show the weaknesses in the capacities of Chambers and Federations of the Private Sector. For example the ECCSA recognises that their organisation level is not effective, although they have been reorganised very recently (2006). This element is confirmed by the fact that SIDA has funded a consultant's organisational and strategic advisory process whose findings denote a very weak strategic awareness, lack clarity of mission and relationship between mission, objectives and course of action and very poor organisational relationships and effectiveness.

"*We are not well organised, we are week at regional level and in some region and even it is difficult to contact our people because the Chambers don't have office*" (From interview with the Secretary General of the ECCSA).

The situation in the regions is also the same. Most regional Chambers' have weak constituency and as a result the operational capacity is very limiting. To cope with this situation, local Chambers having very limited constituency are expecting support to come from the federal chamber.

Moreover, relationship with the Government is often based on personal attachment and in most cases the AACCSA tend to by-pass the national Chamber.

At the level of capacity building, the major needs are related to the lack of skilled Human Resources especially for very important activities such as:

- Support to Business Development (Business analysis, promotion and consultancy);
- Advocacy initiatives and policy dialogue strategy;
- Effective Financial management of BMO;
- Viable information systems.

Horizontal Links

The Chambers and Federation of the Private Sector, expectedly, have limited interactions and collaboration with NGO and CSO actors. They participate only in the tripartite Advisory Board which has limited mandate in relation to Labour and Industrial Relations. Enhancing interaction and collaboration with other NSA segments would provide an opportunity for complementing and strengthening most of the operational capacity gaps observed. In addition there could be a mutually beneficial effect of promoting the successful European or Latin America models of social dialogue. The various NGOs promoting fair-trade, entrepreneurship, strengthening cooperatives and other economic initiatives for their target groups and also professional associations of economists are appropriate actors to link and collaborate with the Chambers and Federations.

4.4.9.2. Micro Credit and Microfinance Institutions

The delivery of financial services to the poor has been identified as an important instrument to break the vicious circle of poverty. Apart from increasing employment, income, consumption and the empowerment of disadvantaged groups, improved access to financial resources for the poor would also facilitate economic growth by easing liquidity constraints and capital to start up new production related activities or adopt new technologies.

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

Role and size of the sector

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

According to the Association of Ethiopian Microfinance Institutions (EAMFI), there are 27 active and legally registered MFI in the country (2008). Out of these some of the stronger MFIs were initiated and strengthened by NGOs. For example, Amhara Credit and Saving Institution (ACSI) and Dedebit Credit and Saving Institution (DECSI), which stand as two of the largest microfinance institutions in Africa, were founded by REST and ORDA. Other MFIs initiated by NGOs include: Meket, Wisdom, Gasha, Bussa Gonofa and Aggar. The overall portfolio these 27 MFIs is about 2.9 Billion Birr and the number of clients has reached 1.76 million. They also mobilise almost 1.9 Billion ETB in savings. There has been incremental growth in number of microfinance institutions in the last 20 years. Table 7 shows the portfolio and outreach of Microfinance institutions.

Operational Model

An AEMFI assessment of 2001 indicates that 93.5% of its clients are poor. The performance of the credit is very high (around 95 % of payback) and is considered that the lion share of the loans is related to the agricultural sector which is prone to different natural problems (such as drought) and market price fluctuation. The sectoral distribution of loans from MFIs is shown on Table 8 (next page). The outstanding operational feature to be highlighted is the category of Food security loans, aimed at helping farmers to achieve food security. Its characteristics are:

- contains nine agricultural activities (poultry, dairy cow, goat/sheep rearing, fattening of cattle, traditional bee breeding, modern bee breeding, irrigation and modern inputs;
- the loans could be in cash and in-kind (credit coupons to receive the input package from the regional governments);
- the clients are given training relevant to their respective packages;
- the packages have more flexible terms and condition as compared with the traditional microfinance products of the major institutions (ACSI and DECSI).

Table 7 Portfolio and outreach of MFIs during 2007, in ETB

Name	No of Borrowers	Loan Outstanding	Client Savings	Total assets	Total liability	Total Capital
ACSI	574.969	923.896.000	502.932.000	1.143.671.000	849.613.000	294.058.000
ADCSI	94.535	194.042.000	52.675.000	246.433.000	81.560.000	164.873.000
Aggar	1.838	3.305.487	1.586.254	5.547.198	2.460.834	3.086.364
Asser	1.298	281.855	240.058	611.088	283.234	327.854
AVFS	8.135	8.697.973	2.148.792	13.498.065	4.834.660	8.663.405
Benshangul*	20.428	3.571.350	15.799.704	25.073.246	168.327	24.904.919
Bussa Gonofa	30.519	21.288.464	4.331.767	26.850.220	15.320.657	11.529.563
DECSI	422.394	939.775.136	281.235.052	1.366.900.349	811.490.000	555.410.349
Dire *	4.609	4.671.977	1.277.861	15.869.993	5.222.956	10.647.037
Digafe	680	635.390	545.170	830.650	619.630	211.020
Eshet	28.818	34.968.864	4.120.868	38.125.511	26.365.661	11.759.850
Gasha	9.424	14.394.215	4.777.282	19.008.473	14.497.040	4.511.433
Ghion	233	286.268	311.112	492.236	319.805	172.431
Harbu	6.992	4.177.332	2.065.049	4.857.734	3.671.121	1.186.613
Letta	313	473.253	57.619	738.003	60.973	677.030
Meket	597	2.138.524	338.908	2.980.275	895.966	2.084.309
Meklit	10.986	15.422.538	5.266.067	17.162.089	12.420.280	4.741.809
Metemamen	10.019	5.584.640	1.061.090	7.237.540	1.083.450	6.154.090
Ocssco	263.971	416.314.787	125.110.355	508.121.904	361.513.055	146.608.849
Omo*	120,277	135.418.534	35.757.852	178.958.567	157.703.600	21.254.967
PEACE	19.852	31.015.637	7.470.288	33.405.091	23.510.456	9.894.635
SFPI	22.221	24.602.831	10.691.055	30.322.952	18.334.629	11.988.323
Shashimene	2.066	3.049.801	612.261	3.799.477	642.449	3.157.028
Sidama*	26.567	17.932.215	4.852.850	25.208.115	12.610.624	12.597.491
Wasasa	30.991	30.519.726	7.318.189	34.763.585	23.434.049	11.329.536
Wisdom	47.171	60.175.819	15.205.542	72.070.260	48.998.175	23.072.085
Harar	409	2.042.559	722.010	5.913.703	432.751	5.480.952
Total	1.760.312	2.898.683.175	1.088.510.055	3.828.450.324	2.478.067.382	1.350.382.942

* Operational from June 2007   Source AEMFI 2007

Table 8 Sector finance by MFI during 2007 (ETB)

	Sectors	Number of clients	Amount, Birr	% of clients	% of fund
1	Agriculture	2,378,524	2,971,117,387	81	66
2	SMEs	61,882	294,559,587	2	7
3	Trade	329,876	859,985,617	11	19
4	Service	89,545	210,354,526	3	5
5	Consumption	71,296	155,980,342	3	3
	TOTAL	2,931,122	4,491,997,460	100	100

Source AEMFI 2007

Participation in Policy Dialogue

Microfinance Institutions are represented at national level by the AEMFI which is a registered entity since 1999. AEMFI mission is to create an institutional structure that serves as national/industry forum and network to microfinance institutions. AEMFI is engaged in different kinds of activities related to the policy dialogue on microfinance using forums like:

- the Microfinance Department of the National Bank of Ethiopia that maintain a high level of cooperation with AEMFI, and
- the Ethiopian Academy of Financial Studies (established by the government under the Addis Ababa University);

According to the AEMFI, the following are key contributions of MFIs to the country's development effort:

- Overall credit provision has had a significant impact on increasing agricultural production by helping build-up productive assets;
- Access to finance in rural areas has improved and in turn improved access to education and health services.
- More precisely, the increased income generated by credit provision has had a positive impact primarily on household food supply, and on educational, as well as the provision of clothing, hygiene and other basic needs for the children;
- Trading activities increased in scale and women were particularly able to take on trading activities which had previously been inaccessible for them;
- All the evaluations show that the vast majority (more than 97%) of those who have received credit have increased their income.

In terms of delivery of financial services to the poor, NGOs used to fund micro-credit activities as part of their poverty alleviation programmes. Through these activities they have developed a "financial technology" (product, organisational models, technical tools, participatory practices, etc.). Hence, it is appropriate that due credit is given for NGOs for the role played in this regard. Even if not allowed by the law, NGOs still provide supports for strengthening SACCOs.

Capacity Building
The needs are related to institutional capacity and capital for lending (loanable capital).

4.4.9.3. Cooperatives
The growth of cooperatives is one of the outstanding phenomena in NSA sector. There are an estimated 19,147 cooperatives that are engaged in various sectoral activities in Ethiopia. These cooperatives have 4.618 million members with an estimated 4.175 billion Birr capital. There are also 112 unions which have 2,303 basic associations as members. These unions are involved in agriculture, coffee development, fruit and vegetable production, saving and credit, dairy farming, cattle rearing, etc. In terms of regional distribution of the unions, there are 43 unions in Oromia, 26 in Amhara, 19 in SNNPR, 20 in Tigray, 3 in Addis Ababa and one in Benishangul Gumuz. Table 9 below shows the national dimension of cooperatives in the country.

Table 9 Basic Cooperatives in Ethiopia, 2007

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

Source: Federal Cooperative Agency

Information from the Federal Cooperative Agency show that with a capital of Birr 154.24 Million and loan services from financial institutes, these unions are engaged in significant trade activities by way of purchasing agricultural products from member associations and others and selling of same at national and international levels.

The Federal Cooperative Agency has been engaged in various activities aimed at facilitating and supporting the engagements of cooperatives in the country so that they will become effective in providing the services to the public. Moreover, NGOs have played key role in providing support for the cooperatives strengthening process. Because of these supports the cooperatives have created improved opportunities for the poor to benefit from expanded marketing and access to inputs. Moreover, some of the stronger Cooperatives, as can be observed in parts of Amhara, have started addressing the welfare needs of the disadvantaged in their communities (like OVC and elderly support). These are encouraging starts which could expand to the broader sphere of social development at local levels.

4.4.10. Trade and Labour Unions
Size and characteristics of the Trade Unions Movement
The Confederation of Ethiopian Trade Unions (CETU) is the only Confederation operating in Ethiopia. It was established in 1962, thus its life-span extends across three regimes (the emperor, the *derg* and EPRDF). The asserted participation of almost 100% of the workforce (it has to be said in big industries and in the public sector) has resulted in the identification of the Confederation not as an independent entity but rather as a drive-belt of the establishment's views. The Confederation claims to have almost 300,000 employees countrywide as members.

Linkages (vertical and horizontal) and cooperation
The Organisational model is that adopted worldwide by the Confederations belonging to international trade union system, and is based on two level of organisation: A horizontal structure at territorial level and vertical structure at sectoral levels. The basic Unions are based in the workplaces and belong to a federation according to their sector of activities, and the federations in turn constitute the Confederation.

Regional Branches provide the territorial coordination. These regional branches are in Tigray, Amhara, Oromia, SNNP and Eastern Regions. The nine sectoral Federations constituting CETU belong to: agriculture, forestry and fisheries; transport and communications; energy, chemicals and mining; food beverages and tobacco; textiles and garments; commerce; construction and cement; hotels, tourism and general service; and banks and insurance.

CETU works in strict cooperation with ILO, regularly attending international, regional and national meeting and discussing labour issues. The Confederation is a member of both Organisation of African Trade Unions (OATU) and International Trade Unions Society at global level. These are the international organisations which gather the vast majority of the democratic Trade and Labour Unions in the world.

Activities and Participation
Trade Unions are established to primarily protect and defend worker's right. Accordingly, the constitution of CETU encompasses a wide range of activities and modalities for actions including the participation in policy dialogue for the "formulation *of laws and principles that address basic working conditions"*[51]

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[51] CETU Article of Association Art. 6.2.7. page 4

On the institutional side there is no limit of terms for apex roles, but there is a frequent change, and the last two or three Presidents and Secretary Generals have served for maximum two terms of four years as happens in the majority of the Trade Unions belonging to ITSU.

An initiative which involves all the social partners is the Anti-AIDS partnership based on the establishment of Anti-AIDS Clubs or Committees and focal points in all work places and on a joint awareness raising action. This initiative has attained important results in terms of raising awareness on HIV/AIDS. However, this should only be counted as a complementary task to the core objective of representing and defending rights of members.

Policy and Social Dialogue
In the operational documents there is no mention for a wider policy engagement on development so the Confederations roles is rather "confined" on labour issues and doesn't affect wider social, economic and development issues as a matter for social dialogue. However, the Confederation is involved in tripartite social initiatives promoted by ILO and is member of two National Tripartite Joint Bodies:

- Advisory Board of the Government (MOLSA) and in charge for giving advice and opinion to the Minister on matters concerning employment, service, working conditions, safety and health of workers, labour laws in general. Five members from each part belong (Trade Unions, Employers and the Government);
- Labour Relations Board: here the Confederation has the power to hear the labour disputes and give orders and decisions as specified in the Article 147 of the Labour Proclamation 42/1993.

Capacity building
The Confederation is aware of limitations both at the functional and management levels and recognises the problems of the organisational grid mainly in:

- Labour law and proclamation;
- Dispute settlement and negotiation,
- Worker's Organisation; and
- Finance and Administration of Trade Unions.

4.4.11. Press

Size and distribution
The 2004 NSA Mapping study highlights the following elements:
  a. The number of free press newspapers and magazines estimated to be operating in Ethiopia is around 50 (currently the number is smaller);
  b. Freedom of speech is a constitutional guarantee and also the Press Law allows for sufficient freedom of information but has some strong limitation which are officially connected to the need to protect the country from foreign influence on internal affairs;
  c. The Ministry of Information has a strong power on press through licensing process;
  d. Access to information is very limited in Ethiopia; and
  e. Lack of resources and lack of professionalism affects both quality of information and freedom of press.

It can be said that except for the first condition (which has worsened over the last four years), the situation has not changed and there are worrying signals which limit freedom of information. The Free Press in Ethiopia is very weak due to the following factors:

- Newspapers are very young and skilled professionalism in the field of printed press is limited and there are very few training opportunities for professional journalists. The field is thus, nurtured by new entries;
- There is a strong bias to which a very partisan view has been consolidated over the years and the end of the Derg period has not made available new room for an independent press. Thus, journalist, editors and publishers feel very strong pressure to be positioned with one of the parties involved in any process;
- Diffusion of printed press is very small and none of the newspapers disseminate prints of over 10,000 copies.

These conditions have general influence on the characteristics and opportunities of growth of a fabric of independent and vibrant newspapers. It has to be acknowledged that there are some specific conditions which heavily limit opportunities for the press to have an impact in the national cultural debate, namely:

(a) difficult access to sources of information due to the following conditions:
(b) opportunities for inquiries and investigative journalism are very limited because there is limited professional experience, economic and financial limitations is very strong, inquiry journalism is not very well considered in the country;
(c) sources of information are very limited or not available, it is very difficult to have timely information, pluralism in information sources does not exist so that it is very difficult to depict the different opinions, interests etc;
(d) there is only one printing facility which is a public-owned printing centre and often there are technical problems and shortage of paper. In fact, the journalists state that "if you write something wrong it's likely that next week you will be told of a technical problem or that they are short of paper".

As a result of the above conditions:

- the role played by the press in the formation of public opinion and in the diffusion of information is very limited;
- the quality of information is low due to the fact that journalists cannot access sources of information. They are forced to use secondary sources;
- the target of the press is not upgrading information capacity, search for quality, innovation in communication but rather "getting the paper out"; and
- Newspapers are often times not published timely, and the news and comments they carry become outdated.

It has been referred that after 2005 more than ten newspapers ceased their publications, which reduced the space for Freedom of Information. Freedom of Information is strongly guaranteed by the Ethiopian Constitution and the Press law which defends the rights of journalist to find information, but actual conditions hinder the practice making difficult for journalist to acquire information they require.

Newspapers agencies do not form cooperation among themselves (there is no Press Forum) and communication is very limited so that Freedom of Information, prerogatives of the free press, capacity to advocate for better condition and even capacity to reduce dependence from the State-owned printing capacity, are almost non- existent or very weak.

Journalist's associations are rather weak and can scarcely be acknowledge as being present in the national cultural, political and policy arena.

5. NSA Activity Areas and Contributions to Development and Democratisation

5.1. Sectoral Activities and Contribution to Development

5.1.1. NSA Roles and Contributions in Education Sector

5.1.1.1. NSA Participation in the Education Sector

Education is one of the oldest sectors where Ethiopian NSAs have actively participated in. NGOs, RDAs, FBOs, network and apex bodies and Professional Associations of Teachers play active roles in different aspects of education sector as outlined below:

- Developing and up-grading teaching and learning facilities, including formal schools and non-formal teaching centres;
- Managing teaching and learning facilities - with full responsibility of covering recurrent costs required for running the facilities;
- Coordinating school administration - as members of Parent Teacher Associations (PTA) and Board;
- Assisting school- based clubs and associations - environmental, civics, anti-AIDS, etc.;
- Providing educational materials - books, computers, etc.
- Developing and managing special schools - schools for the blind, for children with different abilities and disabilities;
- Participating in sector wide coordination - monitoring, reporting, etc.;
- Supporting woreda educational offices in capacity building initiatives - training, exchanges visits, MIS, equipment provision, etc.; and
- Supporting other NSAs to participate in the sector and contribute to education service delivery.

The participation of different typologies of NSAs in the education sector can be characterized in the following manner (Table 10):

Table 10 Modalities of NSA participation in education sector development

Typology	Core roles	Examples
International NGOs	- Support NNGOs and FBDOs to participate in the sector - Pilot alternative approaches in service delivery - Develop school infrastructure - Provide educational materials	MfM, AAE, SCD, SCNE, SC/USA
National and Regional NGOs	- Develop school infrastructure (for non-formal and primary levels) in collaboration with communities, - Promote alternative approaches in managing and ensuring equity - Run formal education and VTC	ANFEAE, Hope Enterprises, BEA, SELAM, RVCWDA, Pro-Pride
FBDOs	Develop and manage schools - from kindergarten to tertiary level education	ECC/SDCO, EKHCDP, EECMY
RDAs	- Assist in school infrastructure development, - Facilitate community participation for quality education	TDA, ADA
Association of Teachers	Participates in sector review and coordination frameworks	
Apex/Network	- Facilitate interaction with partners in the education sector - Strengthen capacity of members for effective participation - Coordinates campaigns	BEAE, CRDA, PANE

Over the last one decade the focus of NSA participation in the education sector has aimed at attaining national and global goals of, access to quality and basic education for all. Hence, the participation of the girl child, children from remote villages and poor neighbourhoods are

priority targets. In terms of strategy, promotion of non-formal approaches has gained growing recognition by more and more NSAs.

Priority setting has also resulted in the participation of more education focused NSAs operating in remote parts of the country. For example, Adult Non-formal and Formal Education Association of Ethiopia (ANFEAE), Pact Ethiopia and EEC/Don Bosco are major actors in Gambella, Oxfam/GB and AAE are key actors in BSGR. Likewise, Afar Pastoralists Development Association (APDA), Ethiopian Muslims Relief and Development Association (EMRDA) and AAE undertake Non Formal Education (NFE) programmes in Afar.

5.1.1.2. NSA Contributions to Education Sector

NSAs engage in diverse activities ranging from service provision to developing education infrastructure and facilities. Contributions of NSAs in the education sector can be summarised as follows:

- NSAs take credit for piloting and promoting Alternative Basic Education (ABE) approaches which has enabled millions of school-age children living in remote places and disadvantaged families to enjoy the rights to education. This contribution has enabled the country to increase its educational service coverage and improve participation rate of girls. It thereby aims at now attaining the MDGs regarding education, (the experience from Amhara region is depicted below as evidence to the positive impact gained from such contributions);

- NSAs, particularly FBDOs (ECC/SDCO, CCF Inc.) operating in different parts of the country, support pre-school education for which government does not allocate resources;

- The over 300 formal schools FBDOs and few INGOs manage, like SOS, continue to provide quality education to over 100,000 students nation-wide;

- Technical and vocational education centres run by NGOs such as SELAM, Hope Enterprises, EECMY and ECC/SDCO, have produced highly competent mid-level technicians who are employed by the public and private sectors;

- RDAs like TDA, ADA and INGOs like MfM and SC/USA have contributed significantly in assisting local administration and communities in developing and/or upgrading educational infrastructures (school buildings, library, sanitation facilities, etc.); and

- NSAs are sole providers of special education for children with different disabilities.

Box 1 GOOD PRACTICE - Alternate Basic Education (ABE) – Amhara Region

The programme of Alternative Basic Education (ABE) in Amhara Region commenced in 2000 within two pilot Woredas (Alefa and Chilga) in North Gondar Zone in 20 ABE Centres (10 centres in each Woreda). While Save the Children-Norway is the first initiator and implementing agency of ABE in the region, the Regional Education Bureau was involved in the curriculum development through the initiatives of SC-Norway. Evaluation of the two ABE pilot Woredas in North Gondar showed promising results in terms of benefiting societal segments which are: spatially distant from formal schools; lack flexible time for schooling as a result of their livelihoods; and those who are relatively older to attend formal classes.

Cognizant of the potential benefits of ABE and its contribution to achieving the 2015 MDGs, in 2004 the Regional Education Bureau hugely involve in scaling up and promoting ABE in other parts of the region in line with a regional ABE Implementation Guideline.

Currently, ABE has flourished in all 11 zones of the region where about 327,000 children in 2,789 Centres are able to have access to basic education. A total of 5,158 facilitators coordinate the learning process in the regional centres.

The programme is structured in such a way that:
- The Regional, Zonal and Woreda level Education offices are responsible to manage the overall intervention;
- Facilitators are recruited in each ABE centres to teach students and create community awareness;
- Kebele Education Committees are established to mobilize the community;
- Local level administration bodies involve in mobilizing and managing ABE interventions;
- Monitoring is carried out at different administrative tiers on quarterly basis; and
- Fees for facilitators are paid either from government, donors or community sources.

Currently, SCNE and SCD are supporting the regional BOE to strengthen ABE programme. Other NGOs are also implementing ABE projects in different parts of the region. To advance the benefits of ABE in the region, a GO-NGO partnership forum of Education is already in place. The forum holds annual review meetings at woreda, zonal and regional levels to deliberate on overall performance and future courses of action for the ABE programme. Though not supported by empirical data, the following are presumed to be the drawbacks of ABE in the region.
- Relatively low quality of education;
- Unattractive payments for facilitators; and
- Less frequent supervision in distant and inaccessible locations.

5.1.2. NSA Roles in Agricultural Sector Development
5.1.2.1. Major Areas of NSA Participation in Agriculture Development

A limited number of NSAs that work in agriculture have made important contributions to the sector. In the last five years, NSAs have produced a number of good practices and intervention models ready to be replicated or mainstreamed.

These interventions cover the following range of activities:

- **Agricultural extension activities:** which have been evident in the provision of technical assistance for use of improved seeds, introduction and demonstration of horticultural crops (high and lowland fruits, vegetables), introduction of post-harvest technologies, research and farmer linkage (crop trial and multiplication), compost preparation and distribution (example, SOS Sahel research activities on Essential Oils Value Chain development to establish the potential of developing the natural product ranges and its value chain to boost the incomes of farmers and to compliment existing commercial activities);
- Introduction **of market crops and multi-purpose cultivars** and diversification of cropping patterns: distribution of seeds and seedlings, organisation of nurseries for horticultural and fruit trees and assistance for propagation; technical assistance, awareness raising, crop conservation etc. (example, Organic Coffee Marketing Initiatives of Farm Africa and Oromia Organic Coffee Growers Union);
- Provision of **material inputs** (apiculture, livestock breeding etc.): livestock development, introduction of fodder seeds, veterinary services and animal breeding and husbandry, distribution of hand tools, support for production and distribution of organic fertilisers;
- **Training, capacity building and skills dissemination**: organisation of seminars, workshop, exposure visits, meetings and learning events, establishment of crop multiplication and demonstration sites on irrigation operation and management, irrigated horticulture and crop management, soil and water conservation techniques, production and distribution of energy-saving stoves, apiculture, livestock breeding;
- **Agri-business promotion**: Institutional capacity building and awareness raising, identification of market opportunities and support in marketing actions, identification of

critical points along the market chain, facilitation of business development services, establishment of business groups, transfer of market information and creation of linkages (example, Agro-Enterprise Development Stakeholders Learning Alliance Workshop organised by the ECC/SDCO in Eastern Hararge and Dire Dawa and the Apiculture Development Programme implemented in six selected Woredas of Amhara Region by SOS Sahel Ethiopia);

- **Promotion of associated forms** (association, cooperatives etc.): sensitisation and dissemination of information and knowledge, social mobilisation, management and administrative support, increase of organisational capacity through setting up of new institutions or strengthening of existing ones;
- **Small scale Irrigation**: construction of micro and small-scale irrigation systems including motorised irrigation systems, construction of diversion weirs and spring development with high storage dams.

5.1.2.2. NSA Contributions to Agricultural Development

As indicated above, there are diverse areas and scope of agricultural development activities in which NSAs participate. Their contribution in such activities is detailed below:

- Increased farmers' knowledge about improved farming techniques and technologies;
- Improved family income;
- Improved family nutrition and food diversification;
- Strengthened capacity of Woreda and Kebele officers;
- Encouraged households to create assets (capital accumulation) through income-generation activities;
- Raised awareness of farmers on the potential of new technologies and influenced acceptance of new model;
- Developed new forms of associated production which have produced important advantages for the farmers; and
- Diversified crops, mainly for the production of cash crops, multiple harvesting of crops and diminishing food insecurity through the development of irrigation infrastructure and facilities.

Despite development endeavours of NSAs to produce tangible results, still there are gaps which raise questions such as:

- *Effectiveness of marketing chains*: some income opportunities have produced lower outcome as compared with expectations due to inadequate planning of the marketing chain and insufficient integration of value chains;
- *Technology complementarities*: crops have complementarities and only their pairing produce an incentive for marginalised rural households (income and food availability) and play an active role in environment protection as well, while customarily demand is normally low. This question project interventions packaging.

These two elements indicate some of the weaknesses of NSA operating in this sector:

- *Networking*: the process can be strengthened by the emergence of strong network and umbrella organisations which can play a pivotal role in exchanging and brokering of information, good practices, resources, models of interventions and shared solutions;
- *Scaling-up capacity*: the way to extend the range of NSA activities differentiates between scaling-up organisationally and functionally or activity-wise in terms of: a) Structure (when participatory activities) draw increasing numbers of people into their realm; b) Programmes (expanding the number and types of activities); c) Diversifying

resource base (self-financing, income generating, strengthening links with other external development actors, and by improving the internal capacity of the staff).

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Box 2   Good Practice: Agro-Enterprise Development Stakeholders Learning Alliance ECS/HCS *Harar*

PASDEP prioritizes rural development and agricultural transformation strategy to address food insecurity and alleviate poverty. The ADLI, as the name indicates, stresses that development in agricultural production and productivity, particularly in the small scale producers sector, has to dictate the industrialization of the country. However, the traditional and subsistence nature of agricultural production and the corresponding low productivity still stand as major stumbling blocks to realising the ADLI intents. Market development is one of the priority activity areas under the theme of Rural Development and Food Security of PASDEP. The text below presents an example as to how NGOs piloted and contributed to the objective of assisting small-scale farmers to participate and benefit from market-focused production.

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

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

The following were the key learning's from the process:
- o   Potato, papaya, tomato, groundnut and sesame were identified as priority marketable crops for the target area,
- o   Main constraints affecting the production and marketing of these agricultural commodities were found to be: a) Production system (not market-oriented and depending on natural circumstances); b) unreliable, inadequate and fragmented supply system; c) lack of timely market information at the producer-level; d) long cycle of market chain along with many actors; e) lack of marketing infrastructures; f) poor post harvest handling and management; g) lack of integration among the service providers, producers and other actors in marketing process; h) and improper implementation of the existing marketing policy and strategy.
- o   The market chain for the identified agricultural commodities established the following as critical points : a) Production site and temporary storage; b) Assembling (sorting, cleaning and bagging) site; c) Local markets; d) Export markets (Dire Dawa, Kombolcha, Jijiga).
- o   Similarly, producers, brokers, assemblers, travelling local traders, retailers, wholesalers, exporters and consumers were identified as the actors along the Chain,
- o   The following recommendations were compiled so as to promote agro-enterprises by small scale farmers: a) Improving business skill in enterprise identification; b) business plan development; c) strengthening business service providing institutions (Cooperatives); d) creating access to market information and its transformation; and e) strengthening linkage among development actors.

Based on the findings and the recommendations made, and with the support of HCS, interested farmers were organized into groups and the scaling up of the production of some of the identified crops (potato, peas, bean and tomato) has already started in the *woredas.* As per the dialogue held with development agents, cooperative promotion experts and farmers trained and organized into business groups indicated that they have already diversified their crops by including more of the marketable commodities over the staple and mono-crop production of maize and sorghum.

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

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

5.1.3. NSA Participation and Contribution in the Control and Prevention of HIV/AIDS

This field of action encompasses the responsibility and action of all the different categories of NSAs: CSOs, INGOs, Apex and umbrella organisations, private sector, trade unions, professional Associations. Almost all NGOs have programs, projects or specific component of programs which focus on this issue.

According to the assessment of several government officials at federal, regional and local (Woreda and Kebele) levels and also several project evaluation documents, these projects have targeted the development needs of communities and beneficiaries with particular emphasis on: PLWHA, orphans, women and elderly people.

NSAs interventions have focused on IEC strategies:
1. **Care and support**: provision of integrated home-based care, distribution of drugs and hygiene items, support for those who are not autonomous;
2. **Livelihood and income generation**: identification of characteristics and provision of capital inputs and/or micro-finance support, seed capital input and start-up assistance to create income generation by PLWHAs and/or household members;
3. **Food security**: provision of food and cash transfers;
4. **Support to OVCs**: mainly providing shelter, nutrition, education and education support services, TVET and family livelihood support;
5. Advocacy, awareness raising and action against marginalisation/stigma regarding:
   - adoption of joint HIV policy guidelines at local, regional and national level and improved implementation of these policy guidelines;
   - better coordination of HIV programmes;
   - improvement of work place stigmatisation and discrimination;
   - increased resources devoted to HIV-AIDS programmes in regions affected highly by the epidemic;
   - free or affordable cost access to opportunistic infections treatment;
   - promotion of HIV/AIDS care and treatment; and
   - GIPA and MIPA at all levels.
6. Capacity Building: this activity is mainly based on:
   - Training and refreshment of peer educators and counsellors;
   - Capacity building of local NGOs and CBOs; and
   - Capacity building of Woreda and Kebele level health workers on HIV issues
7. Information dissemination: this activity includes:
   - Peer information and counselling services;
   - Activities aimed at enabling the youth to gain knowledge in matters affecting their health and promoting realistic risk reduction behaviours;
   - Establishing youth and general purpose local information centres;
   - Researching and disseminating results. For example the Ethiopian Public Health Association (EPHA) has been engaged in undertaking research, networking between Universities and international organisations and disseminating findings at different levels with specific means and specific messages and forms of communication tailor-made for the characteristics of the target.

From the views of beneficiaries and stakeholders involved in the processes, it is possible to identify changes and improvements made by NSAs action, and that are positively impacting on the lives of beneficiaries, their organisational capacities, their forms of grassroots organisation, their capacity to network and be represented at national level. In this field, NSAs played a leading role in the creation of the AELHA NEP + a network of networks which gathers 14

Regional networks, 210 associations and 55,000 members. This network of networks has been entrusted 32 million USD from the HIV/AIDS Global Fund (7th round) which will be granted to the member associations.

An issue raised from the interviewing process (held during information gathering undertaken for this study) and FGD, is that sustainability of project interventions in HIV/AIDS depends to a large extent on the strength of partnership and networking among key stakeholders. When the processes are participatory for example as: a) CRDA-SIDA supported project carried out until December 2007 in 14 kebeles of Awassa town; b) the Getting Ahead: Building Community Resilience and Strengthening Government collaboration in the fight against HIV/AIDS carried out in Addis Ababa and Bahir Dar by CARE Ethiopia; through joint planning, implementation and monitoring with the government, the projects are effective.

In this field, all kinds of NSAs are active with different contributions and it can be said that this is one of the fields where joint national effort is being made and good capacity to shape policies at all levels exists. The contributions of different categories of NSAs are summarized in the table below.

Table 11 NSA cooperation and contributions in HIV/AIDS national programmes

Type of NSA	Example	Major Contributions	Cooperation with the Government
International NGOs	Pathfinder International	Capacity building for local organisations, direct service provision, awareness raising, advocacy	- The level of cooperation is high. At Woreda and kebele levels, officials are willing to cooperate/satisfied with achievement and operational models. - There is good cooperation at the national level. - Several NGOs reported willingness to refer all activities to the same basket at central level.
Apex organisations and networks	CORHA, CRDA and AELHA	Advocacy, capacity building, training and knowledge dissemination	Though cooperation is on-going, the level of cooperation with the Government is based on a mutually biased approach that hinders the deployment of full potential.
National and local NGOs and FBOs	FGAE, OSSA, EGLDAM, NPHHC, PRO PRIDE	Home Based Care (HBC), livelihood and IGA, linking with local institutions, food provision, community and territorial awareness raising, support and capacity building for CBOs	- the cooperation with the government has produced joint effort to target the epidemic. - Often institutional resources are created with the contribution of NGOs and CBOs supported.
CBOs	Clubs, Iddirs,	Home-based care, livelihood and IGA, linking with local institutions, food provision, community and territorial awareness raising	- the cooperation with the government has produced joint efforts to target the epidemic. - Often institutional resources are created with the contribution of CBOs.
Private Sector		Awareness raising and cooperation with CSOs	Good level of cooperation at local level
Trade Unions		Awareness raising	Good level of cooperation at local level
Professional Associations	EPHA	Awareness raising, production of knowledge and information dissemination (central and local levels), stakeholders networking	Good level of cooperation at central, regional and local levels

NSA activities have produced different development results and enhanced the country's capacity to deal with the pandemic and to gradually minimise this incidence on population dynamics and capacity to undermine and slow the development effort and even reverse the gains by affecting the most active layers of the population.

Among these results, the following can be highlighted as the most important ones:

- People now discuss HIV/AIDS issues openly and in public;
- Knowledge on modes of HIV/AIDS transmission and methods of preventions are significantly increased;
- Stigma and discrimination against PLWHAs is dramatically decreased;
- Preventive efforts have been strengthened ;
- Competence, motivation, preparedness and capacity for intervention of health workers at local level have increased;
- Formal and informal community safety nets are demonstrably more participatory, inclusive, transparent, and more viable in their support to the communities, households, and PLWHAs established;
- Significant livelihood transformation for OVCs, PLWHAs, youth and CSW engaged in TVET, entrepreneurship and income generation processes. A significant number of the vulnerable persons targeted by these interventions have become self-sufficient productive citizens themselves and support their dependants. Moreover these processes are always equipped with measure aimed at promoting sustainability such as institution formation, creation of cooperatives etc; and
- Incidences of early marriage and teenage motherhood have in several cases been reduced.

In terms of social capital, social organisation, mobilisation, and creation of a social and institutional fabric, a large number of organisational forms and institutional arrangement has been created countrywide of which only a few are highlighted below;

- Local government bodies, like woreda BOHs, HIV-Desks, and social committee organisations act in unison against HIV/AIDS;
- Grassroots organisations are now protecting women from gender-based violence, sexual abuse, rape and abduction;
- Small groups are organised at community level (both urban and rural), aimed at raising awareness and providing health care. Examples are experience of *"sellii"* (groups of 10 households), *"gottii"* (groups of 50-100 households) and *"gare"* (groups of more than 100 households). This model of organisation is mobilising the social capital at different levels because the membership includes different categories of stakeholders and potential influencers such as men, women, youth, influential persons (religious leaders, administrators, professional, etc.), CBOs and local government bodies;
- Anti-AIDS clubs have been established in schools, workplaces, urban quarters and villages, and as a result peer educators reach out to their age-mates and the community at large on a rather sustainable basis (example, the Joint Government/Employers/Trade Union initiative in Dire Dawa is based on the establishment of anti-AIDS clubs and focal points in the workplace and systematic awareness raising is in progress). It is important to recognise that the work of peer educators has a remarkable multiplier effect;
- Local fundraising is proving commitment of communities and the growing capacity to support implementation of projects and initiatives.

5.1.4. NSA Roles and Contributions in Health Sector

It has been estimated, during the assessment, that about 400 NNGOs and INGOs implement health or health-related projects. Apart from the co-management of health service provision with the MOH, NSA activities also consist of the coordination and organisation of the Health Extension Programme (HEP) components and the management of Health Centre and Health Facilities. Some NSAs, mostly national and international faith-based organisations (ECC-SDCO, EECMY and EKHCDP), manage clinics and hospitals.

Documents gathered by the study team show official estimates[52] that NSAs contribute about Birr 290 million annually to the health sector. This makes up 9.8% of the annual health spending.

Details of NSAs activities in the health sector can be summarised as follows:

- **Family Health Services** : Basic and medium level Antenatal CARE (ANC), treatment of complications during pregnancy, immunization and vaccine management, diagnosis, referral and transportation of emergencies, promotion of ENA, growth monitoring, treatment of childhood illnesses, family planning information and services, and community mobilisation on health;

- **Communicable disease prevention and control:** Malaria, HIV/AIDS and STI related support and guidance on home based care, information and encouragement on VCT, VCT services, on STI/HIV/AIDS, treatment of STI and opportunistic infections, prevention and control of rabies, control of Onchocerciasis, follow-up and notification of epidemic diseases, epidemic control with free treatment of cases immunization;

- **Hygiene and Environmental Health:** promote personal and environmental hygiene and provide support to communities, community awareness raising and involvement on safe water supply and prevention of water contamination, behavioural change to improve food hygiene and safety and on the control of vector born diseases, ensure that irrigation development projects and water conservation schemes do not pose health hazard to the public, delousing, and control of rodents and insects in prisons and schools, testing of food samples, regular medical and laboratory examination, screen and treat students for contagious eye and skin diseases;

- **Curative Services:** treatment of diarrhoea, malaria, intestinal parasites and pneumonia, Treatment of eye and skin infections, school health service, treatment of all forms of infections, tooth extraction and antibiotic treatment, referral and transportation of medical and surgical emergencies, treatment and follow up of mental health problems and neurological problems, screening and management of school children for major chronic problems;

- **Pharmaceutical Service:** Provide the necessary drugs, supplies and commodities for the implementation of Ethiopian Health Sector Development Programme (EHSDP); and
- Developing health infrastructure

The dimensions of NSA activities in selected regions are shown in the following table:

Table 12 Health projects and structures managed by NGOs in selected regions

Regions	Projects	Hospitals	Health Centres	Health Posts	Clinics
Addis Ababa	43	2	2	8	-
Oromia	132	4	2	4	85
Amhara	59	Not known	Not known	Not known	Not known
SNNPR	48	4	2	1 *	31

*Nursing School   Source: direct interviews at regional level and with MOH Planning Department

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[52] Estimates based on various sources including NHA 1999/2000, Ministry of Health, Ministry of Finance, IMF Statistics, PER 2003.

Based on category and management modality, the participation of NSAs in the management of health facilities at national level is as indicated in the following table:

Table 13 Number of health facilities by management modalities

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

Source: MOH and Regional BOHs

Similarly, Table 14 below shows NSAs participation in the provision of pharmaceutical services:

Table 14 Pharmaceutical retail outlets by management modality

Management	Facilities		
	Pharmacy	Drug Shop	Rural Drug vendors
MOH	44	61	0
NGOs	19	5	0
Private Sector	248	248	1876
Total	**311**	**314**	**1876**

Source: MOH and Regional BOHs

Generally, NSAs have made significant contributions to the health sector development which can be summarised as follows:

- The training of Community-Based Reproductive Health Agents (CBRHAs) by different NSAs (INGOs, Apex and NGOs) has contributed to the growth of Community-Based Health Care that gradually led to the creation of the government led HEP. This can be considered as the most important contribution of NSAs in the health sector, and probably in all human development sectors. HEP is a new initiative included in HSDP-II. It is an innovative community based health care delivery system aimed at creating healthy environment as well as healthy living. The main objective of HEP is to improve access and equity to preventive essential health interventions provided at kebele and household levels with focus on sustained preventive health actions and increased health awareness. It also serves as effective mechanism for shifting health care resources from being dominantly urban to rural areas where the majority of the country's population resides. Therefore HEP could be considered as the most important institutional framework for achieving the MDGs;
- NSA have largely contributed (by bringing in field experiences) to mainstream important lessons learned in different fields, namely:
    - Gender mainstreaming in the health sector,
    - Social determinants of health, and
    - Access to health for special and highly marginalised segments of the population such as pastoralist communities, street children, youth etc;
- Identifying guidelines and operational approaches for community-based health care, including home-based care.

At the institutional level, the importance of private sector and NGO participation in health care is properly recognized in the National Health Policy. There is an encouraging development of collaboration among public, private and NGO sectors in HSDP. Inclusion of NGOs in the

Central Joint Steering Committee (CJSC), and the support provided for establishing Medical Association of Physicians in Private Practice (MAPPP) are encouraging developments.

Nevertheless, regarding coordination and integration of health services provided by the different actors, there are some limitations that have to be highlighted. In fact, the process of creating a tangible framework for collaboration and effective integration, monitoring and evaluation of the activities of these stakeholders is still in its infantile stage. The difficulty encountered in quantifying the contribution of the private sector and NGOs is due to lack of clear information exchange system; inadequate involvement of the health sector in the licensing and controlling of quality of teaching in private training institutions; and lack of effective monitoring system to ensure the application of the conventional rules, regulations and guidelines of the sector.

The table below summarises some health-related indicators made available by the World Development Index database. However, this is in on way enough because the health situation is highly problematic and can be said to only improving (all indicators show positive trends).

Table 15 Health – related indicators

Indicators	Trend		
	2000	**2005**	**2006**
Life expectancy at birth, total	50.2	52	52.5
Mortality rate, under-5 (per 1,000)	150.6	127.0	122.8
Immunization, measles (% of children ages 12-23 months)	52.00	59.00	63.00

Source: World Bank World Development Indicators Database 2007

5.1.5. NSA Roles and Contributions in Support of Children
5.1.5.1. NSA Programmes Focusing on Children

Children and child development is one of the fields where many NSAs focus because the Ethiopian Population is very young (52% are children) and children are probably the most vulnerable part of the population. They are exposed to many threats such as diseases, food insecurity, family breaking, gender-based issues (52% of the children are stunted and 11% suffer from wasting). Thus, children are a major area of activity particularly for international, national and local NGOs; and CBOs who work or focus some components of their programmes on children.

Main activities of NSA in such programs:

- Orphan and Vulnerable Children (OVCs);
- Street Children;
- Children with disabilities; and
- Children in conflict with the law and children living in prisons.

As for the OVCs, the most important programme is the USAID funded PC3 which is implemented by a consortium of different INGOs (Save the Children USA, CARE, FHI, WL, and WVE), NGOs (Pro-Pride, NPHHC, other NGOs, and FBOs called "mentor organisations" and assisted CBOs such as Iddirs and Afochas which are implementing organisations). The programme targets 500,000 OVCs nationwide and aims at strengthening the capacity of local NGOs and CBOs. It has six components which are integrated:

1. *Livelihood*: creation of saving and loan, self-help groups involving institutions and CBOs, provision of training and support for Income Generation Activities (IGA) (mainly petty trade activities);
2. *Education*: provision of education materials (uniform, stationery, exercise books, etc.) and the provision of additional study programme (often in cooperation with local schools);
3. *Psychosocial*: counselling, psychosocial treatment for children affected by disorders and trauma, recreational programme;
4. *Health and Nutrition*: direct health support through referral linkage with the respective health institutions, nutrition and food support for HIV/AIDS infected and affected OVCs and for those who are suffering from nutritional and severe food problem, vitamin "A" provision;
5. *Life skills*: training and counselling on life skills (hygiene, personal care, prevention of communicable diseases, nutrition, etc.) for OVCs and parents or guardians; and
6. *Legal Protection*: protection of legal rights of OVCs, legal awareness raising of communities, local authorities, etc on children's rights.

As for street children, there are various programmes implemented mostly in urban areas. These interventions include:

- Child protection activities: protection from sexual harassment, abuse and exploitation, child commercial sex workers;
- Shelter and food provision;
- Provision of ABE and Vocational Training and support for self-employment or IGA for elder street children;
- Legal Aid for street children in conflict with the law;
- Establishment of special units for sexual violence (hospitals and territorial level)
- Life skills and social rehabilitation; and
- Advocacy and community awareness-raising.

For children in conflict with the law and children living in prisons with convicted parents, the programmes focus on:

- Awareness raising for prison administration and prison guards on children's rights;
- Defence of children's interest;
- Establishment of Child Protection Unit (CPU) in Police Commissions and station;
- Establishment of Child Friendly Courts;
- Facilitation of access to education, provision of food, health service and recreational activities;
- Advocacy for the rights of children in conflict with the law and who are convicted and serving sentence;
- Provision of rehabilitation activities: services, counselling, education, vocational training and life skills training;
- Advocacy for provision of separate cells; and
- Advocacy for adequate resources.

5.1.5.2. NSA Contribution to Children and Child Development

The most important contribution of NSAs in the protection, child care and children development programmes are:

- High level of cooperation and mainstreaming of child protection issues in different law enforcement agencies (Police and Courts) where in some cases specific organisational arrangements have been made (example: the Child Protection Unit established in the Addis Ababa and Amhara Regional and Zonal Police Commissions and of CPUs in Police stations through an Advocacy and Child Protection project of Forum on Street Children Ethiopia (FSCE). Child Friendly Courts (for both juvenile delinquent and children in conflict with the law) have been established in the Supreme Court, Federal First Instance Court and in Oromia and Tigray Supreme Courts. These courts facilitate testimonies of children without exposing them to the perpetrator of the public and also use some organisational and technical arrangements to protect the children from trauma and intimidation;
- Tolerance to child rights abuse is on the decline because of awareness campaigns and the protective roles played by committees and clubs at different levels;
- The worst forms of adverse effects of the HIV/AIDS pandemic on children are being prevented and most of the OVC are able to enjoy their rights to life, education and other basic social services;
- Cases of community/CSO/Court and police joint arrangements with the aim of defending the legal rights of children, mainly their rights to property or their entitlement to rent of government houses, are registered in different regions (for example: Oromia, Dire Dawa). This has been possible due to implementation of the Legal Protection component of the PC3 programme or the activity of local NGOs specialised in legal protection for vulnerable children. Even if these cases are at a very early stage and are mainly based on volunteerism of individuals within institutional bodies, they show some good practices which can be the starting ground for institutionalisation of the mechanisms and dissemination.
- National multi-actor and multi-sectoral coordination structures looking into needs and rights of children in general and that of children in most difficult circumstances or exposed to vulnerabilities are established. Most of these structures are not really operational, but their presence on its own is a progress indicator. Nevertheless, with strong support from child-focused NGOs, national plans for addressing the rights and needs of OVC, children with disabilities, the girl child against sexual abuse and exploitation, and children in general as per the UN-CRC, the structures can become operational. Here again, much effort is needed to assure implementation of the national plans, and also for rolling-out to regions.
- The establishment of the National Steering Committee for the Implementation and Monitoring of the Convention on the Rights of the Child (CRC) (members being UNICEF, SC Norway, SC Sweden, SC Denmark, FSCE, ANPPCAN, Police Department, CHAD-ET, Ministry of Justice, Ministry of Education, Ministry of Health); and
- The establishment of the Child Abuse and Neglect Unit (CANU) in Paediatric Department of Yekatit 12 (Addis Ababa) and Adama (Nazret) Hospitals and of the Rape Centre at the Integrated Family Service Organisation (IFSO). CANU provides psychosocial and medical services, medical certificate services and age determination tests for physically and sexually abused children as well as research activities in this area and training programmes for medical personnel.

5.1.6. NSA Roles and Contributions in Promoting Access to and Development of Water

Water is an important sector where several organisations work and have produced interesting results among which some are very innovative and are ready to be scaled-up and replicated because their technical process has been documented and the operational practices are available.

Major types of intervention in the water sector include:

- Spring development;
- Digging of shallow wells;
- Drilling of deep wells;
- Construction of rain water harvesting systems;
- Ferro cement reservoir (Rain water harvesting)
- Ponds;
- Multi-Village Water Distribution Systems.

The most innovative results have been attained in the distribution systems where the gravitational technologies have been used to promote a sustainable and low-cost system (example: the activities of World Vision in Humbo serves almost 50 villages and the Dalocha Water distribution system serves many villages in SNNPR. These technologies are ready to be scaled-up and replicated because the best practices are tested, consolidated and evaluated and the technologies are documented and available.

The interventions are not limited to water infrastructure construction only but also to the provision of inputs: hand pumps, water and pipes and organisation, training and capacity building of community institutions so as to ensure sustainability in the management and use of these facilities.

NSAs main contribution in this sector is the creation of knowledge and organisational resources for integrated water management. Access to safe water is accompanied by capacity building support related to water resources administration, sharing, distribution and maintenance and environmental and economic aspects of water management. The capacity of communities and of local governments (Woreda and Kebele) is strengthened to foster improved water governance and watershed management. These activities are supported by water conflict resolution processes where conflicts on access to water are common.

Water projects are also producing common technical approach to ensuring sustainable access to safe drinking water, basic sanitation and improved hygiene practices.

5.1.7. NSAs Roles and Contributions in Promotion of Sexual and Reproductive Health

Organisations of different nature work in the field of sexual and reproductive health. Apex and networking organisations, INGOs, national and local NGOs work in this field. Even if we do not consider specific activities on HIV/AIDS (transversal issue), there are several activities of NSAs in reproductive health which including the following:

- Awareness raising on Sexual Reproductive Health (SRH), Sexually Transmitted Disease (STD) and communicable diseases;
- Education on anti-natal and post-natal care and mother/child health;
- Upgrading and equipping health facilities (both public and private) to provide prevention services for SRH;
- Training of health professionals and of Community Based Reproductive Health Agents (CBRHAs) (example: Pathfinder International through CORHA who has trained almost 10,000 CBRHAs;
- Service delivery by CBRHAs who refer people to health facilities and mobilise communities;
- Family Planning activities such as: awareness raising, popularisation of guidelines on population and on different approaches to family planning with the aim of enhancing overall popular knowledge on populations issues for development, training of VCT

service providers in light of integration of Family Planning into HIV/AIDS and communicable diseases activities and programmes undertaken;

- Awareness raising against sexual harassment and violence;
- Non-clinical services (distribution of pills and condoms);
- Education and support for breastfeeding;
- Construction of household latrines and pit latrines;
- Provision of safe abortion and post-abortion care (about 40% of maternal deaths is due to unsafe abortion in Ethiopia);
- Provision of care and surgical referral and facilitation (transport) for fistula and upgrading of local health facilities (medical equipment, upgrading of clinical premises, training of health workers);
- Advocacy and awareness raising education against Harmful Traditional Practices (HTP) (Female Genital Mutilation (FGM), early marriage etc.); and
- Centre-based and clinic-based services for people severely affected by communicable diseases, including comprehensive care and rehabilitation.

NSA contribution to sexual and reproductive health services can be identified as follows:

- For the training of community health workers a national curriculum (developed by Pathfinder International) has been tested, and finally mainstreamed by the Government;
- The contribution of CBRHAs has long been recognised. Although fragmented approach in service delivery, inconsistency in flow of resources as well as weakness in institutionalising this system within the health care delivery system, the HEP has highly contributed at promoting health seeking behaviour and prevention of communicable diseases. This programme is considered as an integral part of the health care delivery system ensuring uninterrupted service delivery and strengthening the missing links between the community and the health care delivery systems at all territorial levels. A National Service Guideline is currently under implementation and this can be considered as the most important outcome and developmental contribution of NSAs in this field of activity;
- Policies developed recently aim to strengthen positive SRHR development. In the past two to three years, the government believing in the detrimental effects of increase population to the country's development, distributed oral contraceptives in 2005. This was 14 times higher than its distribution in 2002, and the number of indictable provided was eight times higher as compared again to 2002;
- Safe abortion guidelines have been developed following a revision of the Criminal Code in 2005. This has eased restrictions on abortion for women with frequent pregnancies and pregnancy that might endanger their well-being ;
- Over the past decade, a number of other strategies have also been developed e.g. the National Reproductive Health Strategy 2006–2015 (2006), the Policy and Strategy for Prevention and Control of HIV/AIDS (2005) and a National Youth Policy (2004). All these strategies will potentially improve the country's SRHR situation.

This level of contribution has been attained through a high level of mobilisation, partnership and networking among NSAs engaged in the field. The most important players (mostly NGOs and Associations) are in contact directly or through Apex Organisations and Networks. Pathfinder, CORHA, FGAE have operational linkages, share project implementation plans and are pursuing the aim of having a national model of intervention. However, it has to be stressed that FBOs also work on SRH with the peculiarity of a value-based approach. This strengthens the overall effort to tackle the problem.

5.1.8. NSA Roles and Contributions in Environmental Protection
5.1.8.1. NSA Environmental Protection, Conservation and Rehabilitation Activities

NSA projects targeting environment are carried out in an attempt to reverse massive degradation of soil and water resources and distraction of biodiversity. Conservation of these resources is prerequisite for sustainable development where rain-fed agriculture is the main source of livelihood for the population. In addition, in the face of global climate change, the country needs to promote strategies for mitigating adverse effects that are manifested in the form of recurrent droughts, flooding, and epidemics.

Accordingly, NSAs from different typologies are involved in promoting diverse and complementary activities at different layers of administrative structures. As can be seen from Table 16 the participation extends from federal to local-levels, and includes activities of advocacy, dialogue, awareness/mobilization, capacity strengthening and piloting/demonstration.

The experience of environment project implementing CSOs show that mobilisation of communities on environmental issues are vital, in appreciating the seriousness of natural resource degradation and the fact that it has not been adequately addressed. Interventions in this field have been based on:

- **Reforestation**: establishment of tree nurseries and plantation fields, maintenance of forest resources, replication of nurseries at household or village level, etc;
- **Support for the increase of tree production activities**: distribution of seedlings and dissemination of innovative methods, introduction of tree species suited for environmental rehabilitation, strategic and technical advice to farmers and village dwellers;
- **Restoration of disrupted ecosystem** due to disappearance of native species: production and plantation of different tree species;
- **Training and technical assistance:** production and distribution of IEC materials related to environment protection or rehabilitation and short-term training or on the job training for people involved in the project;
- **Sensitisation and awareness raising** on environment - conscious development of pathways on protection of forest, water resources and soil and on sanitation;
- **Partnering and networking among major actors**: sharing of plans, measures, activities, monitoring and evaluations with local government counterparts, dissemination of knowledge, provision of technical assistance to local government bureaus to promote sustainability and mainstreaming of best practices;
- **Pilot Projects** to transform urban solid waste into organic fertilisers through compost preparation and distribution.

Table 16 NSA Participation in Promoting the Environmental Agenda

Type of NSA	Examples	Areas of participation	Cooperation with the Government
INGOs	SOS Sahel, Farm Africa, WVE, EKHCDP, EOC/DICAC, ENDA, Water Aid, Frankfurt Zoological Society	Researching, piloting alternative and participatory approaches of Forest Management; Urban Waste Management	No regularized framework for interaction at federal level; relatively better in regions. Recently improved cooperation in relation to accessing international resources for environment (Global Env. Facility)
Apex organisations and networks	SLUF, ERHA, FfE, CRDA/RDF	Capacity building, training and information dissemination, and events for campaigns/advocacy	FfE has good cooperation with Environmental Protection Agency. No framework for interaction with the other

			relevant Ministry's of Agriculture and Water Resources
National and Local NGOs and FBDOs	Agri-Service, ORDA, REST, Ethiopian Wetlands Development Association, Melca, Ethiopian Environmental NGO, FSS, Centre for Human Environment, Water Action, etc.	Research and dissemination of challenges/successes; campaigns strengthening CBOs for environmental actions, interactions on policy/programme issues	Cooperation in implementation of local-level actions and general campaigns are good at all levels. Research and knowledge based interactions have to be strengthened from both-sides.
CBOs and MBAs	Associations of Youth and Women in Tigray, Amhara and Addis Ababa; School-based Environment. Clubs, Iddirs	Mobilization/participation in environmental protection activities (terracing, tree-planting, urban waste removal, beautification, etc).	Recognized and appreciated roles of NSAs involved. However, no dialogue on the sectoral policy.
Trade Unions	CETU - NW Branch	Dialogue with investors on minimizing chemical pollution and ensure workforce safety in the floriculture industry (recent attempts)	Recent, and work in progress
Professional Associations	Ethiopian Heritage Trust National Association, Institute of Biodiversity, Ethiopian Soil Science and Forester's Association	Research, dissemination both at central and local levels, stakeholders networking	Participation has been subdued, hence interaction is equally weak

5.1.8.2. NSA Contribution to Environmental Protection and Rehabilitation

According to the local authorities, NSA members and other local actors the study team met during its field work, and according to reviews made of several evaluation reports, the environmental action of NSAs has produced some tangible effects which can be summarised as follows:

- Agro-forestry and environment-friendly farming methods are attaining increased attention among small and marginalised farmers;
- Farmers' responsiveness to water harvesting technologies has improved and water and soil conservation practices are largely mainstreamed. In this sector, several lessons learned are available and Government can take on compact approaches and mainstream these;
- Appreciation and demand for conservation and propagation of indigenous plant life and tree species has grown; and
- Rural population is increasingly adapting to strategies of self-propagation of trees and shrubs useful for fuel and construction. Besides, fuel-saving stoves are now widely available and used by communities in rural areas.

NSA activities have contributed to strengthening social capital and organisational and institution capacity building thereby ensuring increased knowledge and capacity, ownership and sustainability of project, namely:

- Participation of communities in the management of environmental rehabilitation programmes is gradually increasing. For example, in natural forest management initiatives of FARM Africa and SOS Sahel and in projects carried out by CRDA associated organisations (within the framework of SIDA programme for Civil Society organisations);

- A rather large number of local communities have developed the ability to prepare periodic action plans which are shared with woreda and kebele offices (agriculture or natural resources offices);
- Partnership among critical actors is gradually increasing;
- Participation of communities in monitoring and evaluation exercises has improved both in qualitative and quantitative terms;
- Influential persons (religious leaders, government official and politicians) are being involved in implementation of projects and are developing a sense of ownership of such projects;
- Local government authorities (mainly at Kebele and Woreda levels) are increasingly involved and their capacity is being built or strengthened;
- Awareness raising strategy and tools are being devised;
- Community regulation are being established to protect forest, water use in an equitable and sustainable manner, sharing and maintaining public assets created by the projects; and
- Knowledge transfer processes beyond project areas, into surrounding has commenced and the momentum is being used to create new organisational forms and stimulate new initiatives for replication and dissemination.

Through these mechanisms, skills have been transferred to communities, the knowledge obtained has empowered and capacitated them significantly and has also helped to sustain key activities in environmental protection. This has become the starting point to promote sustainability.

5.1.9. NSA Roles and Contributions in Pastoralist Areas
5.1.9.1. NSA Role in Pastoral Livelihood Enhancement and Development
The pastoral and agro-pastoral regions of Ethiopia cover a very large geographic area comprising of the entire regions of Somali, Afar, the lowland areas of East, South East and Southern parts of Oromia, rural Dire Dawa and also a significant portion of the SNNPR. Over three–fourth of the population living in these areas are classified as pastoralists and are dependant on livestock husbandry for their livelihood. Pastoral regions are the most neglected part of the country where infrastructures like road network, communication, social and economic infrastructure are least developed. Social service coverage is also the least in these regions. As the climate and agro-ecology of these regions is predominantly arid, they are often subjected to variability in rainfall patterns, thus leading to droughts and recurrent flooding that disrupt their livelihood.

The dominant view held has undermined these groups of the Ethiopian society instead of recognizing their form of livelihood and endeavouring to design sustainable and viable strategies, Hence development processes equally have undermined and endanger the existence of their system. For these reasons, today pastoral communities are a priority target of NGO interventions.

Among major NGOs, operational in pastoral areas, are PCAE, SCF/UK, SC/USA, Farm Africa, WVE and almost all NGOs operating in Somali, Afar, Borena areas of Oromia as well as parts of South Omo in the SNNPR (EPaRDA). The main NGO intervention areas in these parts of Ethiopia include:
  o Food security, emergency programmes and cooperating and sponsoring PSNP,
  o The development of Early Warning System (EWS) and capacity building of local government (Kebele and Woreda) as well as local community institutions,
  o Developing infrastructure for social services like schools, health facilities and water supply (sinking and rehabilitating boreholes and dams for water harvesting);

- o Implementing integrated agro-pastoral development projects (feed and fodder production, water supply, agro-forestry, etc);
- o Small-scale irrigation, natural resource protection and rehabilitation activities that aim to build community assets and sustain food and feed production;
- o Community awareness creation, sensitization and campaign against HTPs and promotion of gender equality and empowerment of women and girls;
- o Delivery of health and education services particularly increasing access to education for pastoralist children; and
- o Revitalization of traditional structures and systems for conflict management and peace building between pastoral communities.

5.1.9.2. NSA Contributions in the Pastoral Livelihood Promotion Area

NGOs operational in pastoral areas have been successful in their programmes where they have earned credibility for major accomplishments. In education sector, the ABE school system started by NGOs, is now part of the government strategy in major pastoral regions particularly Somali, Afar and also pastoral areas of Oromia.

NGOs have also contributed to improvements in pastoralist livelihood through advocacy and the promotion of their causes at all levels. In this aspect, pastoral forum established at national level came into fruition with the initiative and supports of NGOs. A case in point is the celebration of Ethiopian Pastoralist Day (EPD) which has been celebrated for the tenth time this year. Thus, EPD was marked on January 25 and the Pastoralist Concern Association Ethiopia (PCAE) has managed and supported the first three celebrations. Pastoralist Forum Ethiopian (PFE) which is a local umbrella organisation is also an outcome of Somali and Borana elders who insisted on the establishment of a common forum to share their experiences, attitudes, views and voice out their plights thereby being heard by decision-makers.

PCAE, PFE and other NGOs, joined by Pastoralist Affairs Standing Committee of the House of Peoples' Representatives (Ethiopian Parliament) have come together to facilitate and organize the EPD celebration. This has raised the level of interest of the government and NSAs to work with pastoralist and empower them by ensuring their representation in the national parliament. Consequently, today Pastoral Commissions and/or Pastoral institutions have been established at regional levels.

In summary, NSAs, particularly NGOs have managed to promote the causes of Ethiopian pastoral and agro-pastoral communities. At Federal level, not only have special standing committees in the legislative being set up but also a dedicated office in the executive branch has been established. Government and donors are extending support in recognition of the special positions of these communities.

Despite these efforts it is questionable whether the government has given them special recognition. The official speeches made, exhibitions organised and awards given during the tenth Ethiopian Pastoralist Day celebration have disregarded NSAs. Hence, it is still important to strengthen the pastoral institutions, including regional NGOs and track progresses and enhance engagements so that gains are not sidelined.

5.1.10. NSA Roles and Contribution in Promoting Food Security

NSAs (mainly INGOs, NNGOs, FBDOs, RDAs and CBOs) have largely contributed to the implementation of multi-donor and multi-year safety net programmes in disaster prone localities. The Productive Safety Net Programme – PSNP is closely related to agriculture and agricultural development. Activities of the PSNP are carried out by NGOs for example, CARE

(HIBRET Project: Household Income Building and Rural Empowerment for Transformation) in Oromia Hararge Zones (Chiro Woreda) and in Amhara (Lay Gaynt Woreda).

The activities are based on:

- Labour intensive rural public works; and
- Direct support to ensure food access to those chronically food insecure households with no job and means of livelihood.

The field work found out that PSNP related activities are already producing outcomes which are as detailed below:

- Households are linked to technologies encouraging farm diversification and improved land and livestock productivity;
- Households are linked to technologies assisting in capitalising on opportunities for rural income diversification through off-farm income generation activities;
- Community-based savings and credit groups are established to provide capital sources to the members on a revolving basis;
- Market linkage nodes are established in key market areas and are linked to activities, information, experiences and interests of farmers, suppliers, traders, wholesaler and agricultural commodities processors; and
- Knowledge of rural households on health care, improved nutrition, labour saving technologies to reduce women's drudgery has improved.

Box 3 GOOD PRACTICE: Productive Safety Net Programme

An important activity area in which NGOs participate is the Productive Safety Net Programme (PSNP) which is also a major government – donor undertaking. As described in the implementation manual the PSNP objective is to provide transfers to food insecure population in chronically food insecure woredas in a way that prevents asset depletion at household level and creates assets at the community level. Thus, apart from ensuring consumption needs of beneficiaries, the programme has served two purposes, which are; on the one hand, the transfer of adequate resources to beneficiaries so as to prevent forced depletion of productive assets and on the other hand, to build community assets through labour contribution by able-bodied beneficiaries.

The PSNP is a programme targeted to reach about 8.2 million people in seven regions of the country covering 274 woredas. Somali region was covered by SC/US that supported some beneficiaries in its operational areas. Starting from 2008 however, the programme has included six more Woredas of Somali and hence increased the PSNP coverage to eight regions.

PSNP Cooperating Sponsors are major players in the delivery of resources required. CARE Ethiopia, WVE, REST, SCF/UK, SC/US, CRS and FHI are the cooperating sponsors of PSNP. Amongst these, CARE Ethiopia implements the programme in parts of Oromia, Afar and Amhara regions; FHI is the cooperating sponsor of PSNP in Amhara while the programme in parts of the SNNPR is managed by WVE. These NGOs delivered transfers in 2005 to 1,213,992 beneficiaries and in 2006 to 1,588,133.

Table 17 below shows the breakdown of food delivered and beneficiaries reached by the Cooperating Sponsors during 2005 and 2006.

Table 17 Total number of PSNP beneficiaries reached and food distributed by Cooperating Sponsors during 2005 and 2006

Cooperating Sponsor	Year 2005		2006	
	Beneficiaries	Food Distributed	Beneficiaries	Food Distributed (MT)
CARE Ethiopia	161,166	12,000	227,268	16,922
CRS Ethiopia	140,979	13,339	168,696	15,092
FHI	208,573	14,178	252,069	17,572

REST	342,652	39,066	473,441	43,624
SCF – UK	249,115	19,899	289,432	23,120
SCF – US	55,811	8,638	74,073	11,465
WVE	103,560	4,935	103,154	8,601
Total	1,261,856	112,057	1,588,133	136,395

Source: USAID

PSNP objectives are the protection of asset depletion and building community assets through different interventions. Accordingly, the Cooperating Sponsors have supported the PSNP implementation through interventions which are relevant to communities. The major intervention areas and also the contribution of NGOs that served as Cooperating Sponsors include: building numerous community assets that include: soil and water conservation structures; irrigation and water supply schemes; reforestation and agro-forestry; and the construction of classrooms of schools, health posts, rural roads, etc and building the capacity of community structures.

Thus, the Cooperating Sponsors of the PSNP have played important roles in the implementation and success of the programme which is addressing critical problems that threaten the lives of millions while simultaneously building community asset basis necessary to promote and sustain development endeavours.

5.2.   NSA Engagements and Contributions in Key Thematic and Civic Areas

5.2.1.   Human Rights and Civic Education

Awareness creation on human rights, provision of civic education, strengthening capacity of personnel in the judiciary and law enforcement structures, and monitoring and reporting on performances of the State/Executive in these areas are among key thematic areas in which NSAs involve. Diversified activities undertaken by NSAs in these key thematic areas include the following:

- Awareness raising and public information on human rights, the rule of law and democracy. In this area NSAs, for example, promote issues of rights and obligations stated in the Constitution for the benefit of weaker and marginalized segments of society;
- Monitoring and reporting on human rights – on-going and periodic reporting;
- Voter education, observing and monitoring of local and national elections;
- Provision of legal counsel and support to victims of human rights violations;
- Training, experience exchanges and support to public bodies (such as the Judiciary and Police);
- Para-legal training and services for CBOs and MBAs;
- Study on legal and operational gaps of laws affecting various vulnerable social groups; and
- Advocacy, lobbying and promotion of new laws.

The high prevalence of awareness activities makes the issue very controversial and open to criticisms but it has to be pointed out that some service/activities have been tested with very positive results (although limited in terms of impact).

The training activities related to Human Rights respect and compliance of law enforcement bodies with the constitutional provisions and requirements have produced good models of cooperation. In these cases, CSOs engaged in HR have advised the Police and Judges on the potential violation of Human Rights and Constitutional Provisions (for example illegal detention of people subjected to other territorial jurisdiction on the basis of suspicion but with no evidence). This has resulted in visit of these detainees by the HR organisation, legal counsel and legal defence behind the Court and final release of the detainees. The regular and tailored training courses provided for Police Officers and Judges of Local Courts improved knowledge,

awareness and commitment on Human Rights. Currently, a good relationship is established between law enforcement bodies and Human Rights Organisations.

There are 120 organisations (identified as Civic Association) working countrywide in awareness raising on civic rights and obligations, Human Rights, the Rule of Law, Civic and Voters Education. Among the contributions the following can be considered the most important:

- Awareness on human and civic rights, obligations and societal participation has been improved,
- Conscious and active participation of citizens in electoral processes (in 2005) ensured;
- A higher level of consciousness of rights and a certain level of popularisation of the international body of Treaties and regulations on Human rights;
- The modernisation of behaviours and actions of public bodies such as the Legislative, the Judiciary and Police, particularly at sub-national levels has demonstrated improvements;
- Observing international remembrance and advocacy Days (Literacy, press freedom, human rights, children, habitat, etc.) has become an accepted practice at different levels,
- Several NSA are adopting a multi-pronged approach aimed at strengthening Community Structures.

What has to be highlighted is that the problems of Human Rights, the Rule of Law and democratisation are the most controversial issues in Ethiopia for CSOs and the one where confrontation with public powers is producing the highest level of disagreement. Recent trends in the regulatory environment appear to have further limited active NSA participation in human rights and civic education fields. For example, the National Election Board (NEB) has acquired strong mandate which it used to limit NSA participation either in voter education or in observing only. In addition the challenges associated with press freedom exert equal negative effect on NSA participation in the fields of human rights and democratic processes.

5.2.2. Justice, Peace, Conflict Management and Resolution

This is one of the relatively new participation areas of NSA. In this field, NSA activities are concentrated in those areas where conflicts are likely to undermine the pacific cohabitation, the credibility of the rule of law, democratic and peaceful living of the citizenry.

Project and non-project activities are aimed at forecasting, mediating, solving conflicts and producing the capacity for mediation, negotiation and peaceful relationship. Intervention focused on different kinds of conflict such as:

- *Economical conflicts*: use of resources such as land, water, grazing, job opportunities;
- *Social conflicts*: based on different social issues such as; gender inequality, ethnic divisions, age and personal characteristics, marginalisation, exploitation and use of forced labour of some groups to benefit other groups, lack of authority, culture imperialism;
- *Political conflicts*: political instability, lack of transparency, accountability, fairness of government's policies and actions, lack of good governance;

In many areas, NSA have produced interventions aimed at curbing the triggers for social instability and conflict such as; the customs of blood revenge and homicide, HTPs, exchange marriage and bride price, human trafficking, border conflicts, rustling of cattle and livestock and banditry.

In all these areas and the vast majority of cases, local government organs don't have the capacity for analysing and mapping the root causes of conflicts, settle disputes, forecast and prevent future incidences. NSA, mostly CSOs and grassroots organisation normally intervene in:

- Revitalising traditional mechanism of conflict transformation;

- Promoting new paradigms of conflict analysis and resolution based on negotiation;

- Mobilisation of different groups (faiths, ethnics, local leaders) to settle existing conflict and prevent new ones; and

- Devising and establishing CEWARM (conflict early warning and response mechanism) and training communities and relevant institutional level;

As indicated initially, this is one of the new participation areas of Ethiopian NSA. Nevertheless, it is also one of the most relevant engagements under the national context. Internal as well as external conflicts are rampant; the cost is enormous. On the other hand, the government has the least demonstrated capacity for preventing as well as resolving such conflicts. It is also worth noting that NSA did not attempt to discuss and initiate dialogue with government on the participation in the prolonged crises of Somalia and also on the un-ending border confrontation with Eritrea. These all justify the need to strengthen NSA self-organisation and devising strategic approaches of engaging in conflict transformation and sustaining peace.

5.3. Added Values of NSA Participation and Contributions to Socio-economic development and Transformation Process

5.3.1. The Ethiopian Context

o Ethiopia is one of the poorest countries on earth with the lowest GDP per capita ranking 170 out of 177 countries on the human development indicator. In terms of Human Poverty Index, Ethiopia stands at 92 out of 95 countries. Poverty in the country is deep-rooted and of complex nature. Despite the efforts made for decades, poverty incidences did not decline as cycles of drought, famine and lack of good governance have always characterized the past and the present day Ethiopia. Apart from civil war, authoritarian regime and misguided development policies have contributed to the high incidences of poverty. As a result, the nation's population continues to suffer from the deepening poverty and the disasters caused by the recurrence of drought, food shortages and famine. In general, disasters have been a permanent factor of the Ethiopian landscape,

o It is in response to such major disasters specially the crisis of the 1970s which is a turning point and the time when international humanitarian organisations particularly NGOs started operating in the country. It is the large presence of these organisations that in deed make Ethiopia the birthplace of the technologies of humanitarian field practice: it is in Ethiopia that the humanitarian community learned about the proper management of malnutrition, became aware of the importance of coping strategies, and taught the medical profession about the particular demography of famine and diseases[53]. Without these organisations however, the country could not have managed to effectively respond to these crises. Even in the modest crisis, there is little national emergency response capacities let alone responding to crises of chronic nature. Thus, disaster related crises persisted because of the lack of human capital, weak infrastructure; high levels of risks, associated with insurance and other market failures more generally; policy uncertainty; and a narrow financial system."[54]

o In addition to droughts, HIV/AIDS, and malaria, continue to present substantial risks to the Ethiopian population. The prevalence of HIV/AIDS is estimated at 4.4 percent of all adults infected (2.6 percent in rural and 12.6 percent in urban areas). The latest estimates further suggest that the rate, at which the HIV/AIDS epidemic is progressing, declined over the past years, especially in urban areas. Nonetheless, with about 1.5 million people currently infected and an estimated 539,000 AIDS orphans, HIV/AIDS continues to threaten future development and poverty reduction in Ethiopia. While largely neglected, malaria is also a major contributor to the disease burden in Ethiopia, third only to acute respiratory illness and prenatal disease. HIV/AIDS and malaria account for 6.2% and 4.5% of child deaths respectively.

o In spite of major reforms and economic liberalization measures since 1992, overall poverty incidence did not decline. Urban poverty is edging upwards while rural poverty remained largely constant with signs of a potentially limited decline (one to two percentage points)[55]. Inequality in Ethiopia remains low and does not appear to be increasing, inequality within urban areas is on the rise. Moreover, the overall economy in general, and the Ethiopian population in particular, remain highly vulnerable to rainfall shocks.

o The present trends therefore indicate that the country will fail to meet any of the MDGs by 2015. Apart from massive emergency responses to crises, the country did not ever have effective policies and strategies that address specific and lasting effects of disasters put in place. Since the country lacks the capacity for disaster prevention, the preparedness and

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[53] Sue, L, and et al. Risk and Vulnerability in Ethiopia: Learning from the Past, Responding to the Present and Preparing for the future. A Report for the USAID, June 2003.

[54] World Bank (2007) CEM Part 1 page 47

[55] World Bank, 2005. Well Being and Poverty in Ethiopia: The Role of Agriculture and Agency. Report No 29468-ET

response is largely limited to emergency food aid management. There is a growing socio-economic problems; rapidly growing population coupled with low agricultural production and low productivity level, high consumer prices particularly a tremendous increase in food due to inflationary pressure in recent years (35% currently).

In short, the feature of the country's development status and prospects could be summarized as follows;

1. Though GDP per capita has increased marginally from $102 to $113 between 2000 and 2004, it still remains at one of the lowest levels in the world[56]. Estimates show that 31 million people live below the national poverty line (on less than half a dollar a day) and between 6 and 13 million people are at risk of starvation each year.

2. Low-input, low-value and subsistence production characterize the country's agriculture sector which is hit by frequent climatic shock which often lead to severe harvest failure and famine. Thus, climatic shocks affect both the current and future level of consumption of population which is predominantly dependent on agriculture for livelihoods. While the recurrence of drought is a common phenomenon to the country, large population become food insecure, displaced and devastated due to life threatening droughts (like the 2002/03 drought that affected over 13 million people).

3. With high population growth, slow rural-urban transition and limited employment opportunities outside farming, land resources continue to be limited due to the reduction of landholding coupled with too low productivity to support the rural population.

4. In the face of the growing poverty incidences, women and the marginalized groups are the most to suffer. Women would suffer more from poverty due to their limited access to resources, services and employment, and inability to claim their rights: only 9% of women have access to agricultural extension services and 12% to agricultural credit; only 32% of permanent civil service posts are held by women, and only 10% of those are in professional cadres[57]. The relatively high prevalence of harmful traditional practices, such as female genital mutilation, early marriage, and marriage by abduction significantly affects the vulnerability of women and girls, for example by increasing their risk of HIV infection, reducing their chances of finishing school, and violating their reproductive and sexual rights.

5. One of the most vulnerable to shocks are the 11 million pastoral community residing in more remote and inaccessible areas which are also less served by basic services due to a general lack of basic infrastructure. As a result of poverty and climatic hazards, the traditional social, economic and political systems of Pastoralists are being eroded.

6. Access to basic services is generally low. Despite some improvements in recent years, health status is very low due to low health service coverage which is the same for education and safe water supply. Thus, life expectancy is 54 years, which is very low by standard of the world average.

7. The country still remains one of the poorest in the world. Poverty remains to dictate the population livelihood which is often subjected to major shocks and climatic hazards. With the severity of poverty and also a growing vulnerability of livelihoods, again, the achievement of the MDG in 2015 would be unthinkable.

8. Given the high incidence of poverty and the multifaceted socio-economic problems faced as well as the anticipated food insecurity resulting from the rain shortage during the current year, it is a high time for the strengthening of partnership between State and Non-State Actors (NSA). Particularly enhancing the role of civil society would be the

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[56] DFID Ethiopia, Country Assistance Plan 2006-10
[57] Ibid.

only way out and to cope with the multiple social and economic challenges which are often associated with the growing poverty situation in the country.

9. As state actions alone cannot lead to sustainable development, the establishment and strengthening of partnership with NSA in particular the CSO will be decisive. Moreover, the promotion of good governance and democratic culture are preconditions for the realization of poverty reduction and development because public voice could be heard only when governance proves to be good in the views of the people. Thus, actions that strengthen people's ability to voice and make effective choices, both in the economic and social space, will be the key to unlock people's innate potential. This could be possible as a result of the creation of enabling legislative environment, institutional arrangements and the provision of support to the development of independent civil society. It is only through fostering empowerment and continuous emphasis on capacity building of civil society organisations simultaneously with the capacity building of administration at the woreda and kebele level in order to enhance the interface between kebele and woreda councils, and between citizens to increase the involvement of citizens in the formulation of kebele plans, budgeting and monitoring; and establish functional mechanisms of accountability, including annual performance appraisals.

5.3.2. Tremendous size of Development Resources Mobilisation by NSA

In this mapping study, efforts have been made to provide a reliable estimate of the additional financial contribution of NSA to the development endeavours of the country. It has to be understood that these financial estimates do not include all the additional resources mobilised by NSA, but only those which are documented by project agreements.

The Regional reports (Annexed) show in detail the quantitative contribution to the development effort of the respective regions while the financial data presented below depicts the national dimension of resources that NSA mobilise to support the country's development endeavours and the amount of resource contributed to promote sectoral development. Thus, on the basis of the regional data, NSA contribution to the national development effort is enormous and this could be well understood from the financial resources mobilized. Table 17 below shows the number of on-going NGO[58] projects and also the total project budget by region.

Table 17 Number of ongoing NGO projects and total budget pledge (2004 - 2008), ETB

Region	N° of Projects	Total Budget Pledge in Birr
Addis Ababa	281	1,114,223,785
Oromia	844	4,434,215,156
Dire Dawa	24	36,721,184.73
Harari	18	54,603,118.50
Afar	57	637,085,008
Tigray	66	492,069,831
Amhara	317	1,881,878,827
Benishangul Gumuz	51	153,889,665.00
Gambella	19	31,350,656.00
SNNPR	312	1,004,498.134
Somali	76	135,875,029
TOTAL	**2065**	9,976,410,395

Source: Compiled from the data-bases of regional NGO coordination Bureaux

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[58] In this section the term NGO includes NSA having operational agreements with DPPA. Thus FBDOs, RDAs and other MBAs are included.

The overall financial resource mobilisation by the NSA is enormous as the NGOs alone were able to mobilize nearly 10 Billion Birr for on-going programmes during 2004 - 2007. This figure doesn't include missing values in the regional data base as well as the contributions from those NGOs who don't have project agreements. In terms of regional distribution of NGO project budget, Oromia, Amhara and Addis Ababa receive the largest share which is respectively about 45, 19 and 11 percent (see Chart 6 below).

Chart 6 Regional spread of ongoing NGO projects
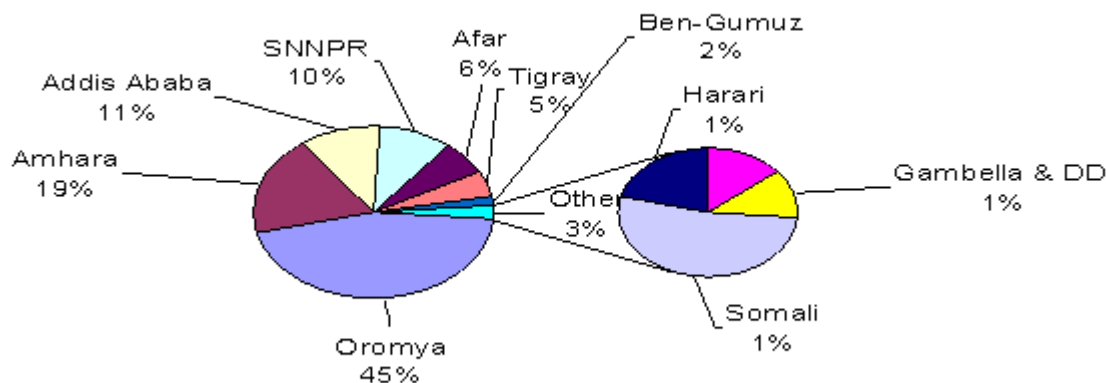
Of the on-going NGO projects, Somali and Harari regions have one percent each while the share of Dire Dawa and Gambella regions is less than one percent. One should note that the above percentage estimates are computed on the basis of on-going NGO projects and does not include projects that all the other NSA implement because, apart from the NGOs, NSA contribution to the national development endeavours would also include the contributions of many CSO and private sector organisations, MBAs, CBOs, etc., that mobilize enormous financial and non-financial resources from millions of members nationwide. Thus, it has to be highlighted that the estimates of NSA contribution presented in this study does not account for all the pledges of every NSA typology and actor and also the in-kind contributions (pledged through local fundraising of food, clothing, material inputs, etc) and also tangible and intangible contributions (knowledge, idea, etc) which are not documented and hence unavailable to present their quantitative estimates. If one could arrive at a precise quantitative measures of the entire resources that NSA mobilize, the actual contribution to development would more likely exceed the cumulative national budget allocated to major sectors and/or regional states every year.

5.3.3. Sectoral Contributions by NSA

Proper assessment of NSA sectoral contributions is very important since they serve as the basis for policy dialogue. These contributions could be assessed based on the relative importance of activity sectors for the country and/or region, the level of priority attached to the problems addressed as well as populations groups benefiting from the interventions. Thus, Table 18 below shows the total number of ongoing NGO projects and their sectoral distributions at national and regional levels.

Table 18 Total number of on-going NGO projects by sector and region (excluding those in Dire Dawa and Harari)

Sector of project	AA	Amhara	Afar	Ben - Gum	Gambella	Oromia	SNNPR	Somali	Tigray	Total
Child development	98	63	4	5	-	170	44	2	8	394
Integrated development & Food Security	0	63	8	4	5	159	55	18	24	336
Health	23	46	5	5	4	77	56	6	13	235
Education	24	38	4	14	2	85	29	6	4	206
HIV/AIDS	56	30	7	4	3	53	11	6	5	175
Water & sanitation	-	20	6	6	1	74	24	8	2	141
Agriculture, Pastoral &Agro-pastoral	-	3	9	-	-	81	14	7	3	117
Women and girls empowerment	13	7	5	6	-	48	11	4	2	96
Environment & urban	10	18	3	-	1	27	11	4	-	74
Capacity building	5	0	6	-	-	-	48	5	-	64
Disabled & elders support	26	5	-	-	-	-	-	-	4	35
Advocacy & peace building	-	16	-	-	3	-	13	2	-	34
Youth	23	-	-	-	-	-	-	-	-	23
Social	4	-	-	-	-	-	11	-	-	15
Other	-	8	-	7	-	40	15	4	1	75
Total	282	317	57	51	19	840	342	72	66	2046

As stated already, the magnitude of NGO project activities in each sector reflects the relative importance of the sectors and the significance of problems addressed through a given intervention. Thus, nation wide, a total of 384 child development initiatives are under implementation to address the problems of children, protect and promote their rights through projects that provide care and support, legal protection, adoption, community–based child care and integrated child development. The increased interventions in this sector is a priority as the degree of child vulnerability is increasing due to the high level of household poverty and also the growing incidences of HIV/AIDS related parental deaths attributable to the growing population of needy children. Next to child focused projects, integrated development, health, education and project activities targeting HIV/AIDS are primary intervention areas of NGOs in terms of importance.

In most cases, the total number of project activities undertaken may not give a precise estimate of the actual contributions and pledges. Therefore, the amount of resource mobilized to implement these projects could be a better indicator that helps to verify the magnitudes of NGO contributions to the overall development endeavours and sector specific development efforts. Accordingly, the relative share of each sector in the total NGO project fund has been estimated and depicted on the following chart.

Chart 7 Distribution of overall NSA budget across sectors of focus
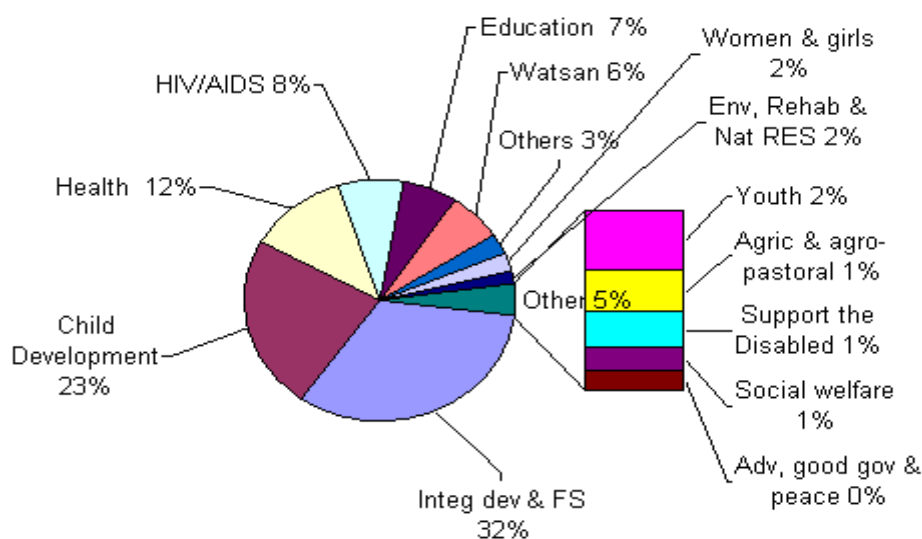
It is obvious from the graph that project activities that fall within the major sectors, particularly integrated development including rural, urban social development and food security receive the largest share of NGO project fund; about 32 percent. In comparison with integrated development, the budget share of child development is much lower despite the largest number of project activities that are on-going in this sector. Among the major sectors, NGOs make significant contribution to health which receives about 12 percent of the total budget and also education and water with a respective share of about 7 and 6 percent. All the remaining sectors of activities receive less than 3 percent except HIV/AIDS (8 percent) because it is a sector with top priority for the entire nation including the NSA. A more precise financial estimate of NGO distribution to sectoral development has been estimated as summarized and shown on Table 19, overleaf

Table 19 Sectoral budget of NGO projects by region

Sector of NGO project	Total budget allocated (Mil Birr/Region)										
	Amhara	Gambella	Harari	Oromia	Tigray	Afar	Somali	Benish-Gumuz	AA	SNNPR	Total
Child Development	214.58	-	11.68	1338.27	56.30	29.84	1.52	19.50	300.00	167.81	2,139.50
Education	176.97	17.76	40.05	258.17	9.09	6.51	19.33	31.00	35.50	26.63	621.01
Health	270.47	10.48	1.13	433.57	43.41	20.90	12.57	1.50	58.50	231.99	1,084.52
HIV/AIDS	55.48	0.15	-	141.87	14.05	14.67	8.46	6.60	418.20	51.48	710.96
Integrated urban/rural development & Food Security	922.55	-	-	1295.43	340.63	67.93	39.18	52.40	71.70	187.93	2,977.75
Water & sanitation	131.06	1.37	-	274.43	2.09	9.32	12.85	16.60	-	125.90	573.62
Women and girls empowerment	4.41	0.00	0.97	124.87	8.42	14.86	1.25	10.30	33.90	18.75	217.73
Environment & Natural Resources	44.72	-	0.47	68.34	-	0.81	7.00	-	-	32.67	154.01
Advocacy & peace building	28.74	-	-	-	-	0.79	1.90	-	-	12.60	44.03
Disability & elders support	3.40	-	0.34		0.35	-	0.00	-	78.50		82.59
Agriculture & agro-pastoral	21.26	-	-	326.34	16.40	35.06	13.20	-	-	55.69	90.75
Youth	0.93	-	-	-	1.32	-		-	139.80		142.05
Social welfare	0.00	1.60	-		-	-	0.24	-	8.50	43.49	53.83
Others	7.32	-	-	172.92	-	0.10	18.37	16.10	3.00	50.52	268.33
Total	1,881.88	31.35	54.64	4,434.21	492.07	200.79	135.87	154.00	1,147.60	1,004.50	9,536.91

5.3.4. Other Value-Additions (Summary)

In the preceding, the contribution of NGOs has been analyzed based on the quantitative data from project agreements collected and compiled during the fieldwork. Nevertheless, taking into account the different typology, the diversity of actors and the multiplicity of activities undertaken, the contributions of NSA far exceeds the financial pledges of NGOs. Even though a precise estimate of NSA contribution is a difficult exercise, it is possible to arrive at more approximate estimates provided that national policy and/or decision-makers acknowledge the legitimate role and also the enormous contributions of NSA as an important development partners whose activities complement that of the State.

Despite the lack of quantitative data, the various NSA typologies have had enormous contribution to development endeavours and the democratisation process. In these endeavours, NSA are collectively contributing to the achievement of the following high level objectives:

- Strengthening social capital and creating social architectures (institutions, organisational resources, bonds and linkages) within the beneficiary communities, which are the basis for social transformation towards development;

- Producing gradual cultural and behavioural changes to accommodate and expand the right basis for the most marginalised and the disadvantaged layers of the population;

- Strengthening the institutional and administrative organs of Government to enhance their capacity to respond to the needs of the populations and introduce systems of accountability in decision-making;

- Extend the access to social services, organise communities for an active participation in the management to ensure sustainability of these services and strengthen the partnership between communities and the public service provision system (active citizenship and ownership);

- Facilitating community regulations and trade-off mechanisms to tackle important problems (such as the use of water, environmental protection, the use of land) and thereby stimulate and influence the revision of existing and also the introduction of new regulations by local, regional and federal authorities;

- Build local capacity for emergency preparedness, including institutional arrangement for localized early warning systems and the coordination of responses;

- Piloting alternative and innovative approaches that informed and enriched key sectoral policies and programmes that are under implementation;

- Help decentralisation and regionalisation work Examples, capacity building support for regional councils (IA, AAE); facilitating the drafting and implementation of region specific cooperation/regulatory instruments; strengthening woreda level planning (HUNDEE) and facilitation of mid-term programming (AAE) in Benishangul-Gumuz region.

- Promoting the economic empowerment of the poor and less served segments of society through skill development and access to start-up resources for IGA and thereby address unemployment;

- Promoting democratic principles and space for citizen's interaction as a means to enhancing democratic cultures of openness, tolerance, pluralism and the capacity to deal with global issues affecting the country for Example independent monitoring and supplementary reports to global human rights institutions (child-focused NSA in relation to UNCRC, Beijing + and CEDAW, reports by NEWA and other gender forums).

- Mobilising global resources and knowledge in support of the country's development.

6. NSA Self-Organisation: State of Apex, Network and Consortia Structures

6.1. The needs, the How and the lessons in Self-Organisation

As shown under chapter 5, the NSA grouping comprises entities belonging to different typologies, and having differing capacities, operational interests and modes of participation. Heterogeneity in terms of such factors as capacity, focus and strategies, even within each of the typologies identified, is rampant. Nevertheless, there is an equally important convergence of interests across typologies around such values as poverty alleviation, respect for human rights, democratic governance, the rule of law and accommodating pluralism. Because of these uniting factors, NSA establish and maintain linkages of differing forms amongst themselves. In broader terms the objectives of such linkages can be clustered into two: collective learning (that is in the form of sharing lessons and resources) belongs to the first category, and collective action, particularly in relation to government and other social actors is the second category.

The structures for collective learning and action can have different forms and shapes. Apex, network, consortia, alliance, federation and the likes are the common NSA structures established to facilitate self-organisation for collective learning and action. As concepts, there could be dissimilarities between these terms. But at operational level there is no clear distinction observed and hence, in this document, the term network is uniformly used to represent all structures.

Networking is about the fostering of links *between organisations,* aimed at attaining inter-organisational economies of scale in pursuit of shared objectives. In other words, networking is about getting out of isolation and fragmentation. Hence, the presence of highly networked NSA represents a mature environment that can cope with interconnected challenges arising from the complex socio-political processes.

The value addition of networking and network structures is often assessed in terms of efficiency, effectiveness, transparency and credibility. Efficiency is weighed with regard to capacity for using high level of organisational resources (research, advocacy, policy forums, and international liaisons); achieving economy of scale (distribution of financial, organisational, cultural burden on a large platform of users); and economy of scope (capacity to focus and address specificities in a flexible and targeted way). Effectiveness is checked if whether the capacity to address problem at a higher level and to achieve the critical mass likely to influence policy decision-making is attained or not. The capacity to allow and facilitate circulation of and sharing of information is about transparency, and likewise the capacity to involve the largest potential universe of stakeholders, opinion makers, organisations, social strata, etc. in social mobilization for policy engagement and/or dialogue shows the level of credibility developed.

The operational environment, one way or another, affects the level of growth and maturity of NSA networking. Where the context is 'un-enabling', NSA have to systematically organize themselves and advocate for 'enabling' environment. Failure to do so contributes to the perpetuation of the context. On the other hand, where the context is enabling, NSA should be able to form broad alliances and work to address complex socio-economic and political issues.

As collective initiative, networking endeavours of civil society at times fail to produce the desired results. Failure to maintain the core network purpose; identity; the reciprocal participation of all members; and gaps in leadership are among the important factors that weaken networking. Networks as gateways to groups of NSA often attract high attentions and interests of donors, government or political parties. Here as well, failure to delicately manage relations and collaboration could have a far reaching consequence on the relevance and legitimacy of the network around its core purpose.

Weak networking, the lack of capacity and also the inability to network has been recognized as major weaknesses of the Ethiopian NSA in the 2004 NSA mapping report. It was also indicated in the study that weak networking is a factor hindering exchange of good practice and information, creativity and ability to present a collective voice in policy dialogue. On the positive side, the report recognized the emergence and growth of some NGO networks, but has expressed the doubt that these, too, are likely to be confronted with the traditional problems of maintaining mutual trust and active involvement of members in managing the business.

The current mapping exercise, on the basis of the above background information has attempted to take stock of existing NSA networks at federal and regional levels. It has also grasped the core objectives, major constituency, resource bases, scopes and potentials of participation of the networks.

6.2.   Status of Self-Organisation Structures across the NSA Typologies

Tables 20 and 21 (after section 6.5) present profiles of the national and regional apex, network and consortia structures identified. It is believed that much more groupings are in the process of formalizing their operation at regional and sub-regional levels.

As can be seen from the tables, the sector has some apex, network and consortium that are linked to the key engagement areas. Thus, such efforts could be taken as the collective desire to coordinate engagements, both internally and with other key actors.

Some of these groupings were, indeed, founded before 2004; but have become increasingly operational during the last four years. Irrespective of performance and effectiveness, the mere fact of growth in numbers, diversification of focus and emergence of networks at regional and sub-regional levels represents an encouraging development in the overall health of Ethiopian NSA.

Understanding the level of horizontal interaction between the different typologies of NSA provides a clue on the level of alliance or collective identity within NSA. Accordingly, the following are major observations:

- NGOs, FBDOs, MBAs (Regional level), Associations of PWDs, Civic Associations, and RDAs maintain relatively better horizontal interactions, both at federal and regional levels.
- The Confederation of Ethiopian Trade Unions (CETU), Associations of the Private Sector and Professional Associations have limited interaction with the broader NSA.
- At local levels, wherever they exist, membership-based Associations of Youth, Women and Farmers do not have strong linkages and interactions with the other NSA, and
- The regional apex and network structures are tailored to facilitate horizontal interactions, that is, the members are diverse and represent the different typologies.

6.3. State of Interaction within each Typology of NSA

The survey attempted to understand if there are self-organisation and interaction facilitating structures for each of the NSA typologies identified. In other words, an exploratory work has been done to learn whether NGOs have collective structures for internal interaction or not; what are the trends? And the gaps? Table 22 below presents a summary of the findings.

Table 22 State of internal interactions in each typology of NSA

Typology	Structure for Interaction	Remarks
Among NGOs	CRDA + Liaison Offices and Region-based apex/networks (like ACSOT/Tigray, SPDF/Somali and APDF/Afar	Coverage - limited Interactions are not regularized The regional apex/networks are at the take-off stage
Among FBDOs	CRDA and EIFDDA	Under CRDA the interaction is merged with NGOs - not separate. International FBDOs not affiliated to EIFDDA, and National Offices of local FBDOs like ECS, EECMY and EOC providing frameworks for the decentralized regional Synods
Among Human Rights/ advocacy	CVEA, PANE	The CVEA interaction framework is undeveloped; has seasonal nature (during elections) and coverage is also limited. The PANE platform is a multi-typology; hence not only HRs and Advocacy.
Asso of women	NEWA	Coverage is limited. A separate National Apex Regional Women Association's is expected in 2008
Among Prof Asso.	No structure	There was a plan to form Consortium of professional associations in related fields (e.g. Science and Technology, and that of Health Professionals Associations)
Among Youth	No structure	National Youth Federation embracing while Regional Youth Associations is also expected
Asso of PLWHA	AELHA	Brings together the regional PLWHA Networks. But, disagreement on roles and representation affecting operation
Asso of the Private Sector	ECCSA and EEF	Capacity, mandate issues and potential conflicts are the challenge faced
Among RDAs	At national level no so far; SEPDA in SNNPR	MOA for a new network already prepared. But, there are doubts whether it could be inclusive or not
Among Networks	UECSA	Needs to be expanded

From the above summary on internal interactions, the following are important actionable areas:
- The opening-up and reach of existing apex, network and consortia structures to accommodate more NSA belonging to their respective categories. That is for example, CRDA opens up to more NGOs; and CVEA does same for more civic education and advocacy organisations. Doing so, the legitimacy of the apex/network structures will undoubtedly improve,
- The establishment of network/apex/consortia structures for facilitating interaction amongst the various professional associations,
- Strengthening (invigorating) the interaction between most of the collective structures (network/apex/consortia) and their respective individual member NSAs,

- The need to work-out strategies of coordination and cooperation between the existing and newly forming collective structures having shared objectives and constituency (for example; between NEWA and the anticipated National Women's Association).

6.4. Objectives and strategies of self-organisation and interaction of the existing collective structures

The objectives promoted through the collective structures are not that different from objectives of network, apex and consortia structures elsewhere. Topics of government regulations for NSA (enabling environment); coordination of efforts (internally); participation in donor and government policy processes and advocacy; and strengthening capacities of members are core objectives across. The strategies employed along each of these objectives together with specific examples from Ethiopian NSA experiences are outlined below.

Table 23 Strategies that NSA structures pursue to promote core objectives

Core objectives	Strategies/actions	Example
Regulations - enabling environment & cordial relations	communication/updates; developing and endorsing position papers, proposals and lobbying for revision, change & initiate new laws, directives or guidelines	The Legal Framework Taskforce under CRDA
Coordination of efforts- avoiding duplications, self-regulation, efficiency, specialization (at different levels).	produce and distribute directories, ethical standards, organize events for experience exchange and knowing-each other amongst NSA involved in related programmes and geographical disperse	CVEA & CRDA roles in coordinating NSA participation in Voter Education and Election Observing; and the role of PANE in the CRC process
Inputs to government and donor policies	Appraise draft policies, programmes and plans; compile NSA perspectives and promote/communicate to the targets	The PANE role in PASDEP process; BEAE in the ESDP review process and the Cotonou Taskforce in EC-Ethiopia Cooperation
Policy analysis and advocacy proactive and research/analytical work-based macro-level engagement	Member NSAs define the agenda/focus, participate in the process, own and promote the results.	New area, and few collective structures are involved
Capacity strengthening	organize training/workshops, exchanges; promotion of best practices, innovative approaches, technical supports and funding	Role of CRDA, PANE, NEWA, COFAP, SLUF and others

As can be learned from the above table, the mediums for interactions are regular and special meetings, workshops, training and other group events and also through the print and electronic media. Some of the interactions are task-oriented, and hence could be short-lived or seasonal (for example annual reviews of PADEP or sector development programmes or election observing). Other interactions around core thematic or sectoral issues are maintained on a regular or permanent setup (examples are the PANE Working Groups, CRDA Forums and Gender Dialogue Forum of NEWA). In addition to interactions which are based on group-event, the NSA collective structures make use of the print and electronic media for internal interactions. Accordingly, most of the NSA network, apex and consortia structures have regular publications in the form of newsreel, magazines, manuals and updates as well as web-cites where information is posted for members and other interested target groups.

The survey assessed the level of effort exerted in each objective area and also the level of results achieved by the collective or self-coordination structures so far. In general terms, all the objective areas are important in the Ethiopian context. Moreover, the engagements of the apex, network and consortia structures have also registered some results. The following are major observations on the engagements of the self-coordination structures:

- Undoubtedly, capacity strengthening for member or affiliate NSA is the common objectives of most of the apex, network and consortia structures. Taking into account the huge capacity building need of NSA, one should have appreciated this engagement. However, the trend in their engagement is worrisome for two major reasons: a) the network, apex and consortia structures devote more time and efforts to grant administration or distribution of funds to their members as part of their capacity building programme; and b) excessive focus on capacity strengthening has marginalized their participation in the other important functions like coordination, facilitation of policy research and advocacy. Under such conditions the structures may fail to deliver the expectations of member-NSA. The excerpt below is in relation to CRDA, but the issue extends to some other NSA collective structures as well.

> ## *Representative body or grant-maker?*
> *This question seems to be at the heart of many discussions at the moment. Certain donors appreciate the ease of being able to use CRDA to spend money (SIDA/Irish Aid) and members increasingly regard CRDA as a proxy donor and source of funds. This does not however sit comfortably with the idea of CRDA as a representative umbrella body. Generally using membership bodies to distribute funds introduces a conflict of interest at the heart of any organisation. Even basic governance is undermined when board members are also dependent upon staff to distribute funds to their own organisations.[14] It has indeed been put to me that it may be difficult at times for board members to criticise staff actions because they fear that staff may then punish them or their own organisations as a consequence, the next time they apply for support. It also undermines the ownership by the members of the organisation if they regard the organisation as a donor. Clearly those who had not received funds or waiting list members feel that CRDA is acting against, instead of for, their interests. If the donors and the Board want to see CRDA as an active partner in wider development debates and in helping to coordinate the sector, serious consideration should be given to spinning of any on-granting facility to an independent entity with a "disinterested board".*
> ### **CRDA: A Strategic evaluation, Dr. Brian Pratt, January 2008, Page 12**

- Engagements aimed at improving the regulatory framework for NSA have produced mixed results. The liberalization of NSA registration and license renewal processes both at federal and regional levels is to some extent a result of the collective lobbying by NSA through self-organisation structures. In addition, the apex and consortia structures have contributed their part in the establishment/strengthening of Government - NGO Forums at regional level that have made some difference in the interaction and collaboration between the two actors in different regions. Nevertheless, the outstanding NGO/CSO demand of an improved legal framework at federal-level is not addressed so far. The same is true of the demand for institutionalized participation in policy processes.

- During the last four years, the apex, network and consortia efforts of self-coordination of NSA are far from producing credible results. On the positive side, selected apex structures have produced and disseminated some best-practice profiles and "How To..." manuals. Directories or profiles of sectoral/thematic and region-specific NSA are commonly available. Furthermore, regional networks and liaison offices of CRDA are serving as entry-points and platforms for interactions among regional NSA. All of these are positive developments. On the other hand, some of the issues which the other actors expect NSA

themselves to address are still not taken care of. This includes the upgrading and enforcing the code of conduct of 1999, avoiding duplication of efforts, complying with comparative advantages rather than competition, promoting specialization and demonstrating internal-democracy.

■ Policy level participation, too, has mixed outcomes. The participation in PASDEP process has enabled the government to buy-in some of the NSA proposals. But, the demand to have formal and institutionalized dialogue structure is not addressed at federal level. In some regions, NSA participation in policy processes is highly facilitated and this is encouraging.

6.5. Remarks on Regional NSA self-organisation

An important aspect that is highlighted by this study is the identification of regionally-based NSA self-organisation structures. The following are major remarks on the features and prospects of networks, apex and consortia at regional levels.

■ The growth in number of regional apex and network structures could be seen as a positive development which is in line with the overall decentralization process in the country.

■ Availability of some region-specific information on NSA profiles has, for example, benefited this mapping exercise. In this regard, the regional-liaison officers of CRDA in Amhara, SNNPR and Dire Dawa have developed regional data-bases which are increasingly used by planners and regional officials. They also serve as focal and entry-points for organizing regional consultations, training and sharing events. Such participation and contributions are vital for strengthening the regional NSA dynamics.

■ The regional networks appear to be more diverse and inclusive in terms of membership. The lead actors could be NGOs, but other groups like MBAs, RDAs and PAs are also key participants. Despite the potential challenges of coordination, such make-up could improve legitimacy and voice.

■ As indicated earlier, most of the regional networks were formed and are forming with due endorsement of some regional governmental authorities. Hence their participation in actual coordination and facilitation of interactions between regional government and constituent members is facilitated and ensured.

■ There is a need to strengthen capacities of the regional apex and network structures so that available engagement opportunities are used for addressing key sectoral and thematic issues. Otherwise, operational and regulatory agenda could dominate interactions. As it stands now, most of the regionally registered apex, network and consortia structures have no technical personnel and office-base to run their business. In addition to this, NSA are still not enough able to carry on and use research to there is a monitor and analyse the state of the art of the different sectors, and to use this fact-based resources to communicate and disseminate and advocate.

6.6. The Way forward

The following are major courses of actions to enhance NSA self-organisation and interactions:

■ Support network, apex and consortia initiatives of regularizing and deepening internal interactions, particularly with regard to self-coordination and policy analysis.

■ Strengthen apex, network and consortia capacity for improving quality of interactions, particularly at regional levels.

- Undertake more analytical work on the potential benefits and adverse effects of grant-making roles of national apex, consortia and network structures vis-à-vis the maintaining and deepening of the other core purposes, and introduce strategies for mitigating as found necessary.

- Initiating an all inclusive consultation and dialogue between the various NSA self-organisation structures to define key priorities of nation-wide NSA and develop framework of actions. Cooperation amongst networks aimed at addressing higher level objectives could be considered, and

- Developing a better understanding of mandate overlaps and streamlining the cooperation and operational boundary between the different national and regional apex and network structures that are emerging. This is important for the benefit of both individual NSA and the counterparts of the apex/network in government and donor organisations. Particularly at regional levels, the understanding and cooperation existing between NSA and the regional authorities should be encouraged and protected through streamlining the network formation and engagement processes.

Table 20 Profiles of NSA networks, apex and consortia structures at national level

No	Name of Network or Consortia Structure	Sectoral/Thematic Focus	Specification of Members	Regional profile	Resource base (fund)
1.	Consortium of Reproductive Health Associations (CORHA)	Sexual and Reproductive Health & Rights	95 nat. & int. NGOs as full members, and PAs and individuals as associate members	Does not have one	SIDA, Packard
2.	Christian Relief & Development Association (CRDA)	NGO coordination, representation, advocacy, and capacity Building	283 (193 Nat & 90 Int. NGOs & FBOs)	Liaison offices in SNNPR, DD & Amhara	Int. FBOs, SIDA, Irish Aid,
3.	Association of Ethiopian Micro-Finance Institutions (AEMFI)	Capacity strengthening for MFIs, and advocacy to promote MFIs	27 MFIs operating in different parts of the country	does not apply	
4.	Ethiopian Rain Water Harvesting Association	Water Harvesting and Management	WATSAN NGOs, FBOs & professionals (**260** members)	Have no	Water Aid,
5.	Network of Ethiopian Women Associations (NEWA)	Gender equality - networking, advocacy & capacity building	37 NSA (women focused NGOs and regional Asso. of women)		SIDA, Packard, EU, Finland, AAE
6.	Poverty Action Network of CSOs in Ethiopia (PANE)	PRSP/PASDEP & MDG promotion, monitoring and advocacy	80 NGO, FBO and Civic Organisations	Chapters in SNNPR Amhara, Tigray, BSG, Harar	UNDP/DAG, AAE, CA, DCA TROCAIRE/CAF OD
7.	Pastoralist Forum Ethiopia (PFE)	Promotion of Pastoralist livelihood, advocacy and capacity building	27 national & international NGOs & regional forums as partners	Regional Chapters in Afar, Somali,	WB,
8.	Ethiopian Inter-faith Development and Dialogue Agency (EIFDDA)	Representation, information and advocacy	9 national Religious Organisations and 3 international partners		NCA, CRDA, CA, DCA
9.	Basic Education Association – Ethiopia (BEA-E)	Networking, facilitating policy dialogue, partnerships & capacity B.	45 National NGOs, and a mix of INGOs, FBOs		AAE,
10.	Union of Ethiopian Civil Society Org. (UECSA)	Networking, representation and advocacy	Individual and apex of CSOs		AAE,
11.	Association of Ethiopians Living with HIV/AIDS (AELHA)	PLWHA rights advocacy, mobilization and capacity building	14 Regional networks, 210 Associations and 55,000 members	Regional Associations in most regions	HAPCO, AAE, CRDA
12.	Community Based Rehabilitation Network Ethiopia (CBRN)	Rehabilitation of persons with disabilities	11 active implementing local NGOs, 6 Disability Associations		CBM,
13.	Association of Orphaned and Vulnerable Children Support (OVC Network)	Networking and Capacity building around service provision	38 National and Int. NGOs/FBOs, gov. child-care centres and coordination structures	equivalents in 4 towns (Awassa, Dire D., Bahir Dar and D. Zeit)	JeCCDO, SIDA
14.	Forum for Environment (FfE)	Advocacy and Capacity building	NGO and Local Chapters		ENDA, EPA, IBDC
15.	Sustainable land use Forum (SLUF)	Research, information & capacity building	National and International NGOs, FBDOs and individuals		
16.	Civil Society Coalition Against Famine in Ethiopia (CS CAFE)	Facilitating dialogue and advocacy related to food security	FBO, NGO, Business Associations		CA, CRDA
17.	Canadian NGO Forum (CANGO)[*.]	Food security, and capacity building	Int. NGO of Canadian Origin		SC/Canada

18.	Micro-Enterprise Forum (MEF)	Micro-credit and cooperative promotion,	Mostly national and urban NGOs promoting saving & credit coops.		WISE, Pro-Pride
19.	Civic and Voter Education Association (CVEA)	Democratization- facilitate exchange, resource flow and collaborative efforts to promote civic education)	22 NSA (civic-focused NGOs, MBAs, networks and AACC		UNDP/DAG, Embassies, CLCB
20.	Council for Democracy and Human Rights Association (CDHRA)	Civic and voter education capacity building, training, election observing	Civic NSA and NGO		AIDWO and SAHRE
21.	Ethiopian Federation of Persons with Disabilities (EFPD)	Representation, Information and Advocacy	Disability Associations	Regional branches of each category	MOLSA, ILO
22.	National Network of Positive Woman Ethiopians	Representation, Information and Advocacy	HIV/AIDS positive women		
23.	The Cotonou Taskforce (CTF) *	Information/awareness on Cotonou Agreement; Dialogue on EC-Ethiopia Development Cooperation; facilitate EC support to strengthening Ethiopian NSA.	15 (active) member CSOs		

*These two are not-registered   Source: Direct Interviews

Table 21: Region-based NSA apex, network and consortia structures*

No	Name of apex, network or consortia	Key focus	Constituency or participants	Lead promoters and supporters
1.	Southern Ethiopian Peoples Development Association (SEPDA)	Capacity building and information exchange	11 ethnic-based RDAs	HAPCO, EC/CSF
2.	Alliance of Civil Society Organisations of Tigray (ACSOT)	Capacity strengthening, representation and advocacy	27 NSA: regional NGOs, FBOs, MBAs, PLWHAA and CBOs	REST, ADCS, TWA, TROCAIRE/CAFOD, SCIAF
3.	Somali Pastoralist Development Forum (SPDF)	Pastoral livelihood development, exchange of experience/information, cooperation and capacity building	_ national and regional NGOs	PFE, HFH, Alnejah, UNISOD
4.	Afar Pastoralist Development Forum (APDF)	Same as above	_ national and regional NGOs	PFE, APDA, SC/CSF
5.	Amhara Food Security Network	Information and experience exchange, researching and advocacy	Int., regional and NNGOs, FBDOs, MBAs	CRDA-RLO, AAE, ORDA
6.	SNNPR Food Security Network	Approaches & method of food security, safety net programs, targeting issues	Int., regional and NNGOs, FBDOs	AAE, JeCCDO
7.	PANE-Asossa Chapter (Registered)	PASDEP and MDG awareness, exchange, monitoring and advocacy	NGOs, FBDOs, MBAs	AAE, BSGWA
8.	PANE Amhara Chapter (Registered)	same as above	NGOs, FBDOs, MBAs	AAE
9.	PANE Mekele Chapter	same as above	NGOs, FBDOs, MBAs	REST

10.	ANRS HIV/AIDS Forum	Capacity strengthening, harmonization and advocacy	NGOs, FBOs, Asso. of PLWHA and CBOs engaged in HIV/AIDS	CVM, HAPCO, AAE
11.	SNNPR HIV/AIDS Forum			JeCCDO, Tila WLHA
12.	Union of BSG Regional Anti-AIDS Clubs and Associations	Experience and information exchange, joint actions and capacity building	52 clubs and associations of youth	RHAPCO, FHI, CVM
13.	Mekele Child Centred Forum	Information and experience exchange, coordination	14 NSA (NGOs, CBOs and FBOs)	BOLSA, HAB
14.	Dire Dawa OVC Network		NGOs, FBDOs	JeCCDO, Pro Pride, HAPCO
15.	Awassa OVC Network		23 NGOs, FBDOs and CBOs	JeCCDO, CRDA/RLO,
16.	Network of Iddirs and Afochas in Harari	Advocacy, capacity building, resource mobilization, policy engagement, representation, sharing of office facilities	52 Iddirs and 44 Afochas	BOLSA, PANE, self-organisation
17.	Admas Umbrella Org of Iddirs (Dire Dawa)	52 Iddirs and 44 Afochas	62 Iddirs	ACORD and PRO PRIDE
18.	Gambella Peace and Development Council	Arbitration, education and community dialogue	11 NSA (FBOs and NGOs	EECMY, ECS, EOC, Islamic Council,
19.	Governance Action Learning Forum	Participation in Governance debates and initiatives	Local NGOs, INGOs, NNGOs, CBOs	CARE Et.
20.	BSG Interfaith Com. for Peace Building	Peace building		EOC/DICAC, BSG-ISC
21.	BSG CSO Forum (informal)			AAE, BOFED,
22.	Somali Education Forum			UNISOD, SCF/UK
23.	SNNPR NFE Forum			BOE, Education NGOs
24.	SNNPR Tse-Tse Forum			AAE, BOA
25.	Alliance of PLWHA Associations in Addis			

[*]Note that most of these grouping's have legal registration, and others are also in the process of legalisation.   Source: Direct Interviews

7. NSA Engagement with the Government
7.1. Objectives and Purposes for Joint Engagements
In the previous chapter are analysed the dynamics in NSA self-organisation and interactions. Under this chapter developments in the interactions between NSA and the government at different levels are taken into consideration.

The interactions between NSA and government can be clustered into two broad objective areas: regulatory and coordination focused, and policy/programmatic interactions. Under the regulatory and coordination focused interactions, the two parties discuss the legal and operational frameworks for NSA, that among others include, aspects of accountability and transparency (agreements, reporting and sharing) on the part of NSA; the provision of support and facilitative services for NSA by the government (exemptions, permits and alike) and update information on directives and guidelines for NSA. In short the above interaction has to do with the enabling environment for NSA.

The policy/programmatic interactions are higher level of interactions where NSA take part in initiating, informing and shaping policy dialogue and hence decision making process in government. In other words, this is about good governance, social partnership and participatory democracy. It is now widely recognized that good governance is a prerequisite for successful development. This includes the ability to harness globalization for achieving higher rates of economic growth and sharing its benefits more widely. As a result, sustained interactions between NSA and State in each of the programming cycles (that is, planning, implementation, monitoring, and evaluation) have become a globally accepted approach to successful development endeavours.

The main aims of a NSA-State partnership in good governance can be summarised as follows:

- To contribute to a better involvement of interested parties through a more transparent consultation process, which will foster the Government's accountability;
- To provide general principles and standards for consultation that help the Government Organs to carry out the consultation procedures in a meaningful and systematic way;
- To build a framework for consultation that is coherent, yet flexible enough to accommodate the diversity of interests; and
- To promote mutual learning and exchange of good practices at different levels.

NSA participation in the governance mechanism is expected to assure enhanced and broad consultations on major policy initiatives (at legislative levels); and hence open and credible policy and decision making practices; shared responsibilities and improved effectiveness and sustainability development initiatives.

7.2. The frameworks for NSA-State Interaction in Ethiopia
In the case of Ethiopia, there are various national and international legal and policy instruments and provisions pledging, encouraging and demanding for the proper NSA-State interactions in development administration. Most of these are already covered under Chapter 4 (Enabling Environment), but the ones related to interactions are repeated below:

a) The PASDEP includes a policy statement that reads as "*The role of civil society is critical, and a comprehensive program of reforms is planned under PASDEP with respect to the role of membership-based CSO. This will include the establishment of*

participatory mechanisms at the local level and amendment of legal and administrative regulations for CSO[59]. " Moreover, the Policy Matrix of PASDEP, under the theme of *Democratization and Good Governance*, District Level Decentralization Programme (b) and under the sub-outcome on Improved local participation and democratic consultation has included the following two activities and the corresponding time-frame for accomplishment:

- Democratic participation of membership-based civil society in local council meetings - *Completion of manual and institutional arrangement by 2006/07;* and actual participation in the *supervision and inspection teams of councils (2008)*
- Consultation with CSOs conducted in a structured manner on a regular basis at federal and regional levels - *Completion of laws and regulations or the necessary procedures (by 2007) and forum for consultation and dialogue with CSOs made operational (by 2008)*

b) In addition to the PASDEP policy statement and plans, some of the governmental departments have had provisions and systems for interactions with selected typologies of NSA. Examples include the MOLSA Board on Labour, HIV/AIDS Board, the Child Rights Committee of MOWA and the Education and Health sector development Review Boards.

c) As overriding and binding instruments, some of the international conventions ratified by the country and other bilateral and multilateral development cooperation agreements necessitate formalized interactions between NSA and the State. The EU-ACP Cooperation Agreement (Cotonou Agreement) and the UN Conventions on rights of the Child are examples of such instruments. The Cotonou Task Force (CTF) in relative terms is an active one, and maintains dialogue around EC-Ethiopia cooperation. It can be said that the commencement of the EC/CSF programme is a direct result of the engagement of the CTF. On the other hand, despite the extended NSA inclusive Child Rights Committee structures at all hierarchies of administration, indicators 'operationality' of the Committees are scanty. However, child-rights NGOs have managed to submit three complementary periodic reports to the UN monitoring body, the recent one being in 2005.

d) Apart from some of the emerging ones, other regions have developed guidelines and frameworks for Government-NGO interactions around regulatory and operational issues. Moreover, regions including Amhara, Oromia and SNNP have rolled out the structures of interactions to zonal and woreda levels,

e) *Ad hoc* and irregular interactions also takes place as a result of invitation-based participation in seminars, workshops and other related group-events organized by one or the other of the two parties.

7.3. NSA engagement in policy and governance processes
7.3.1. General Observations

a) **Encouraging sectoral and thematic levels of interactions -** The survey found out that the level of interaction and cooperation in sectoral and thematic national policy and programming fields is relatively better than the overall national picture of NSA-State interactions. Table 24, below shows some examples of the sectors/themes, NSA structures involved and the core business of interactions. In fact NSA through their collective structures, one way or another, are involved in several policy organs; mostly in reviewing programmes, and sometimes in shaping policies. The approaches adopted by NSA in almost all the sectors, often show that knowledge and experience from sectoral

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[59] MOFED PASDEP A Plan for Accelerated and Sustained Development to End Poverty - 2005

participation is shared with governmental and other partners in the coordination structures; thus informing and shaping policy directions, at times contesting the PASDEP directions.

It can be said that the interactions are more fruitful in those sectors where comprehensive policy framework has been designed and the issues discussed with those who are playing a role both at central and decentralised levels. Moreover, the interactions were productive in dialogue areas where NSA have direct grass-roots level implementation experiences.

Table 24   NSA Sectoral Participation in Policy Organs

Ministry	Level of participation	NSA involved	Type of participation
Ministry of Health	Central Joint Steering Committee	CRDA, AEM, EPHA	Discussion of policy measures and model for implementation
	Joint Donors and Ministry Consultative Committee	CORHA, AEM, EPHA	Discussion of activities to be supported and models for implementation, review and assessment of outcomes
Ministry of Education	National Basic Education Forum	BEAE	Discussion of Basic Education, NFE and ABE
Ministry of Labour and Social Affairs	National Board	CETU, EEF	Discussion on Labour Regulations and Labour issues
Ministry of Labour and Social Affairs	National Steering Committee for the Implementation and Monitoring of the CRC	SC Norway, SC Sweden, SC Denmark, FSCE, ANPPCAN, Police Department, CHAD-ET	Discussion and advice sexual abuse and exploitation of children and lobby to reduce the existing problem
Ministry of Women's Affairs	National Child Rights Committee	CRDA, Save the Children Alliance	Coordination and Monitoring implementation of the UN-CRC
HIV/AIDS Prevention and Control Office	HAPCO Board	CRDA, AELHA, EOC/DICAC, ESIC, ECS, AAE	Review of progress in the national response and approval of plans

Source: Direct Interviews

b) The operational environment has continued to discourage NSA from interacting with federal government on key national issues. The acknowledged relatively better interactions in sectors and some themes can not substitute the need for interaction and dialogue on such overarching issues as: **internal and external conflicts, food security and rural transformation, political and economic governance.** The survey found that NSA and the federal government have rather no avenue for interaction or dialogue on these key national issues. Even at the level of the parliament some of the draft bills, for example those governing election administration and political parties, were enacted without broad consultation, and despite the strong disagreement by the representatives of major opposition parties. The country having serious and demanding developmental challenges, it is very important that the different socio-political actors have the willingness to interact and reach some shared understanding on the macro-level courses of actions needed.

c) On the cultural side it has to be stressed that almost all the organisations interviewed, be NGOs, or Apex/Umbrellas or Networks show, even with different accents, a profound sense of uneasiness in their policy relationship with the Government. This is due to the fact that the overall government culture and approach to NSA is biased by the non-recognition of NSA's role in the policy formulation process and this attitude reduces dramatically the room available for influencing and contributing to the government policy-decision making process. Also, INGOs appear to be more cautious in their policy

relationship with the federal Government and hence engagements in key policy areas are subdued. Nevertheless, either through direct involvement or joint implementation, they still continue their advocacy work to influence the policy processes, particularly in the regions.

d) **The PASDEP plans of institutionalizing CSO participation** in councils as well as dialogue with CSOs at regional and federal levels is not properly pursued so far[60]. As a result, civil society participation in the decentralized governance and interactions with state structures is not formalized. However, as exception, representatives of membership-based regional associations in Tigray (already) take part in Committees reviewing performances of Judges and other high-level executive officials, and the Amhara Regional Council has drafted (Guideline/Law) for CSO participation in Assemblies at different levels of the regional administration (pending approval by March 2008).

But**,** in most regions, as customary practice, some representatives of NSA receive invitations to attend Council Assembly sessions**.** Despite this, the opportunity is not so far used to promote interactions as both parties failed to see the relevance and understand better the rule of the game[61].

e) As it stands now, **the expectation that MBAs of Youth and Women will promote democratization and good governance at local-levels, as indicated in PASDEP is a far-fetched**. In the first place, most of these associations are more of "of-state" than NSA, to the extent that some are led by elected-politicians (affiliation). The fact that they only represent portion of the total women and youth population brings the usual question of legitimacy on their representation mandate (as has been the case on other NSA). For example, in Kebele 018 of Bugna Woreda, in Amhara Region, *Diaqon* Abebe Desalegne was Chairperson of both the Kebele Administration and that of the Kebele Youth Association. In addition the Chairperson acknowledged that less than 50% of the youth (which was about 300 in number) were members of his Association. In a similar way, the President of Amhara Regional Youth Association pointed that only about 5% of the total regional youth are affiliated to the Association. In Tigray, the regional Youth association was engaged in implementing a plan of attracting about 100,000 youth as members on annual bases. On the other hand, as explained elsewhere, the overall trend in the regions show growing emergence of localised, focused and legalised groupings of youth and women. It is also worth noting that most of MBAs of Youth and Women at Woreda levels are without their own offices, personnel and even programmes. Hence from such position, in the short-run at particularly at local-levels, it is least likely that such associations would add-value to the deliberations of assemblies, and thus to the promotion of democratization and good governance in society.

f) At **Regional level** the criteria for extending invitations to take-part in Assemblies and Meetings is considerate of the **actual contributions of the NSA**. In other words, identity as membership-based civil society or not; or national or international NGO are secondary, but those who have demonstrated meaningful participation get the invitations. This is an encouraging and appropriate direction,

g) In the Private Sector the complaint are comparable to those raised by CSOs, but from a different angle. The organisation feel, in some cases they are completely not involved in the decision making process. In others, they are consulted in the preparation process, but

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[60] After the validation workshop of this study, the Ministry of Capacity Building has advertised in June 15, 2008 issue of the *Ethiopian Herald* for a consultant to draft the Guideline
[61] Many NSA representatives feel that they have to only listen, and same is explained by the regional speakers.

the final outcome of the policy-making or law-making processes does not or at times partially address the problems formerly raised (the drafting of the Chambers' law is one of these cases).

h) An effective policy engagement is also hampered by the lack of harmonisation in institutional arrangement at all levels. Responsibility for coordinating specific sector activities sometimes is suddenly shifted to another to another agency. This is likely to block some processes, for example the National Committee for the Implementation and Monitoring of the CRC established under MOLSA is currently inactive due to the sudden transfer of responsibilities and resources to MOWA. The level of priority attached to the task by the new structure is a stumbling block for the continuation of the activities. Besides, there is disharmony between the federal and regional arrangements, as regions have decided to maintain the original that is MOLSA-based CRC coordination.

i) Despite the constraining national-level environment, recently, some NSA have started an initiative aimed at monitoring existing policies to check their actual implementation. This initiative is led by PANE and involves some national and international organisations such as Trocaire/CAFOD, EIFDDA, NEWA and FSS, and others.

j) NSA participation in the national poverty reduction strategy process has enjoyed relatively better internal coordination, but is still challenged due to lack of institutionalized space for interaction and dialogue with the government. The next section presents the survey findings.

7.3.2. NSA and the Programme for Accelerated and Sustained Development to End Poverty (PASDEP) Process

One of the core principles applied in PRSPs relate to the partnership orientation. Thus, the entire process of formulation, implementation, monitoring and evaluation is expected to be widely participatory and involving citizens, NSA and donors.

The PASDEP is the Ethiopian national programme for poverty reduction. It is a continuation of the SDPRP (Sustainable Development and Poverty Reduction Programme) and builds on the pillars, (ADLI, Decentralization, CB, Justice, civil service reform). One of the strategic pillars of PASDEP concerns the building of inclusive implementation capacity, and this would have facilitated the active participation of NSA, among others.

Ethiopian NSA started organized participation in the PRSP process in 2001 by establishing NGOs-PRSP Taskforce under the auspices of CRDA. The participation was further strengthened by the emergence of PANE in 2004. It can be said that, under the facilitation of PANE, NSA have managed to display relatively organized participation in the PASDEP consultation process. The following are key events in this regard:
- Mid June/July 2005 - NSA provided compiled comments from internal discussions,
- Beginning of 2006 - CSOs provided written comments on draft document circulated,
- February 2006 - further consultative sessions with government ministries on the process and draft PASDEP document, and
- PANE coordinated Woreda-level consultations (2006) and submitted the compiled feedbacks to MOFED and the partner ministries.

During the implementation phase, civil society inputs in the form of Annual Progress Reviews (APR) and perspectives were facilitated by PANE. On the institutional side, regional chapters and equivalents of PANE are established in most of the regions. Some have

already acquired legal personality from regional regulatory bodies. However, all of the regional chapters are at their infancy, thus the engagements are not that visible.

The following are key lessons from the NSA participation in the PASDEP process:

- Awareness on MDG/PRSP goals is expanded and NSAs were assisted to expand the scope or objective settings to sector-wide and global goals.

- In general the involvement of CSOs in the implementation of the PASDEP is less visible compared to that of the formulation stages. In the planning process, government at local levels incorporates NGO plans and resources. However, there is no mechanism for separately aggregating and accounting for NSA contributions in terms of PASDEP implementation, and hence the contributions are overshadowed and not acknowledged.

- According to this study the complaint that policy processes are not open to NSA is appropriate, particularly at national level[62]. In the first place there is no mechanism for regularized consultation between NSA and the government on the PASDEP process. Even the policy dialogue forum between donors and the government is not expanded to accommodate NSAs. Moreover, according to PANE[63] there is reluctance by the government to making use of data generated by NSA.

- The emergence of regional Chapters is an important development. But, PANE has to strategize the process in such a way that there is *complementarity* of roles and participations, both between PANE and the regional chapters and between the chapters and other regional NSA coordination and network structures. Lessons and experiences from local-level engagements have to be communicated to the regional structures, and same has to be done to the national structures, and

- There has to be more donor support for strengthening the researching and evidence-based advocacy efforts of NSA, particularly at sub-regional levels.

7.3.3. The Regional Dimension of Cooperation

Evidences show that at regional, zonal and woreda levels a growing quality of cooperation is being put into operation with different characteristics such as[64]:

1. In **Dire Dawa** - the opportunity provided by the review of the IDP (the regional PASDEP) and the specific and rather recently awarded status of chartered town with a high level of decentralised power have produced a social mobilisation and are likely to focus the sectoral efforts in the framework of a local integrated vision. The relationship between City Government and NSA is based on a growing trust and most of all on a growing interdependence that is likely to produce:

   - A realistic, balanced and focused approach to the problems, based on an in-depth analysis of the needs of the population;
   - A growing capacity of the grassroots organisations to have voice in the planning process;
   - The room given for sectoral participation, not only in terms of service delivery (filling the gaps) but also sector partnership to identify policy measures; and
   - The participation of the private sector in the identification and crafting of policy measures and regulations on Business and Economic issues is supported by an initial

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[62] The regional dimensions are different from the national picture and presented in the next section.

[63] From speech of the PANE Executive Director, "GO-CSO Collaboration around PASDEP/MDGs; Some Issues for Discussion", presented during the 2007 CSOs Day, December 2007

[64] For more detailed information on the reported experience of NSA/Government Cooperation, see the Regional Reports under Annex 1.

tripartite initiative that is likely to produce results in terms of joint effort for development due to the fact that is embedded in a situation which is conducive for engagement and participation. (Refer the box 4 for the details of the Dire Dawa practice).

2. In **Harari**:
   - The activities and contributions of INGOs and CBOs are highly recognised by the Regional Government and as a result avenues for expanded NSA participation in development coordination structures are being created. In this regard the regional chapter of PANE has mobilized and facilitated the participation of CBOs in the local planning process.
   - Though with some limitations, Regional Associations of the Private Sector, too, are regularly consulted by the Government for the issues related to the interest of the Business Community;
   - The most important initiative is the participatory process for regional planning undertaken by the Harari Bureau of Finance & Economic Development (BOFED). The process has involved the Regional Government, Woreda government, CSOs (Iddirs and NGOs) and Associations of the Private Sector and has produced the inputs for the revision of the regional plan.

3. In **Benishangul Gumuz** -`the Regional Government is highly appreciative of the participation and contributions of NSA to the regional development process, and hence attaches high level of importance to interactions. Below are some of the indicators:
   - NSA representatives were included in the taskforce that coordinated and facilitated the process of preparing the regional five-year Development Plan (2007 - 2012).
   - A separate consultation session was organized for NSA to review and comment on the regional development plan. As a result, the final document is a joint output for which both parties have joint implementation responsibilities.
   - The regional development plan has identified the areas and allocated roles for NSA participation and contributions. As shown below, NSA participation in dialogue with the regional government is included in the plan.

   > *Establish inclusive development partner's forums (government-private-CSOs, and/or government-private sector and Government-CSOs, as appropriate) for planning, integration of efforts, consultation on developments objectives; and for joint review of performances.*
   > Page 66, strengthening partnerships for effective implementation of the BSGR 5-year Development Plan

   - An initiative of launching a regional Food Security Policy Dialogue Forum, at the joint request of TGPDA (RDA) and OXFAM/GB, is already granted the go-ahead from the government, and is expected to commence this year (2008), and
   - As part of their capacity building programmes, NGOs (AAE and Initiative Africa[65]) are assisting the regional council, and this has facilitated grounds for NSA participation in the regional governance process.

4. In **Tigray** - as an indicator of the regional governments' commitment to enhanced interaction with NSA:

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[65] Using the CSF Fund

- A full-time advisor to the regional president for facilitating/coordinating interactions with NSA has been established;
- The advisor has contributed to the process of forming the regional CSO apex, ACSOT as a strategic entry point for facilitating dialogue between the regional government and NSA;
- At woreda-levels, NSA participation in progress review and planning processes is solicited; and
- Some of the membership-based associations are able to participate, lobby and promote interests of their members, both in the legislative and executive branches of the regional government (Refer the Tigray Regional Report for the details).

Additional examples of regional NSA-Government interactions are summarised on Table 25 overleaf. Considering these evidences found at regional and local levels, it is possible to conclude that decentralisation has provided a relatively positive environment for government-NSA interactions, and using this opportunity, NSA through their collective structures are increasingly contributing to the regional policy and programming process. Moreover, from the starts made in formalizing dialogue, the strengthening of regional network/consortia structures and the various internal capacity building initiatives, it is likely that in the coming years the regional government-NSA interactions will be further enhanced.

Table 25 Examples of NSA engagement in governance and policy issues

Regions	NSA involved	Institutional Level involved	Characteristics	Main objectives
Addis Ababa	TESFA (Union of 40 Iddirs and partners of other 42 Iddirs)	Kebele	Local cooperation on Children and Women issues, discussion on social activities and programs	To develop local policy line which can be accepted by the membership of these organisations.
Dire Dawa	CARE, ACORD ADMAS (city umbrella organisation gathering 62 Iddirs)	Dire Dawa City Administration	Local Governance Action Learning Forum. A Governance Resource Centre has been established and will be strengthened to support CBOs capacity & access to information on governance issues	Contribute to the Poverty reduction planning and have a stake in monitoring the progress in implementation of development programs
Harar	Network of Iddirs/Afochas supported by PANE Chapter	Regional Administration (BOFED)	Involvement in the formulation of the Regional Five-Year Plan	Give voice to the grassroots level in the planning process to make it participatory and increase ownership
Tigray	PANE Tigray Chapter	Regional Admin. (BOFED)	Dialogue around PASDEP implementation	To track/adjust resource allocation/use so as to ensure adequate support for poverty/MDG oriented actions
Amhara	SCNE, SCD, AAE & ADA	Regional Education Bureau	GO-NGO partnership forum of Education	Advance/maximize gains from Alternative Basic

				Education (ABE)
Benishan gul Gumuz	TGPDO and Oxfam/GB,	Regional Administration	Food security policy dialogue forum	To dialogue on the food security & revise the one in place
Gambella	NGOs-CBOs, Teachers Asso.	Education Bureau	Participation in sectoral activities (Education).	Enhance education sector performance
SNNPR	NGOs, Iddirs, youth & women associations	GO – NGO Forum	Engagement in sector policy dialogue according to the mandate of the different organisations	Improve environment for NSA operations & enhance cooperation

Box 4 BEST PRACTICE: The participation of civil society in the planning process of Dire Dawa.

Dire Dawa is among the major cities of Ethiopia, located on the railway line which connects the capital Addis Ababa to the Djibouti port. Trade and industry are the predominant sectors of Dire Dawa's economy. The majority of the people directly or indirectly derive their livelihood from trade, industry and related activities. Recently, the tighter control system markedly minimized contraband trade and most of the people involved in this business became unemployed. As a result the deepening poverty condition is manifested by increased number of groups like street children, beggars, commercial sex workers, addicts, juvenile delinquents and squatter settlers.

To turn this situation, the City's administration decided to replace the hitherto planning approach which mainly focused on annual operational plans, by introducing an Integrated Development Planning (IDP) approach which is derived from the experience of South Africa. IDP is chosen because of its desirable features (Participatory, Holistic and Multi sectoral) so as to ensure efficient utilization of resources and allow integration of efforts exerted by the different implementing bodies.[1]

The IDP preparation process was coordinated by Dire Dawa Development and Improvement Project Office (DDDIPO). The planning was done in close cooperation with the Federal Urban Planning Institute (FUPI). An IDP representative forum consisting of all cabinet members, sector office heads, urban and rural kebele officials, representatives of the urban and rural communities, youth and women associations, NGO's, religious organisations, the business community, renowned persons and professionals has been established and deliberated on every stages of the planning process and provided inputs that are incorporated in the plan. The following are major steps followed:

ANALYSIS PHASE: a) **Preliminary expert analysis**: Stakeholders and administrative level analysis; Reconciliation, Clustering, Prioritization, and Cross Cutting issues (Urban & Rural) and b) **In-depth analysis**: - under each priority by separate teams

STRATEGY PHASE: In this phase: a) Vision, Mission, Values - of the administration have been drafted; b) Objectives: for each Priority issue have been set for a five year period of time; and c) Strategies to achieve these objectives designed.

PROJECT PHASE: Based on the strategies, about 54 different projects were designed by DDDIPO & FUPI, ten sector offices and by consultants.

The vision statement guiding the IDP process was: "*We aspire to see an attractive, cosy & globally competitive Dire Dawa which is endowed with good governance & a strong and sustainable economy specializing on Trade, Industry & Service Sectors.*" The supporting values are based on: a) Participation; Ownership; Commitment; Hospitality; Redress; Value for Life; Environment; Time and Life.

The impact of the activities undertaken on the Global Objective is likely to be high and to produce a successful dynamic. This is mainly due to NSA participation in policy dialogue (ongoing at sector levels) and also in an initial form of political dialogue (the "rules of the game") - how to organize the process; the overall approach to developing the town, including the role to be played by the different stakeholders.

The current review process to align the IDP to the PASDEP seems to be oriented to grasp the opportunities for a more effective involvement of citizens and the intermediate CSO fabric in the conception and implementation of the process. It is likely to enhance the sense of ownership and engagement in the policy dialogue and in the responsiveness of the CSOs (mainly at the grassroots level with the NGOs playing Capacity Building roles) and the Private Sector.

The contribution of CSOs has been very important. In fact, stimulated by the Regional Chapter of PANE a workshop has been organized to enhance the participation of Civil Society in the policy dialogue for regional development planning.

7.3.4. Status and Trends of Interactions around Regulatory Frameworks

Aspects of the current operational environment are adequately described under Chapter 4. In this section the government-NSA interactions, at different levels, with regard to the regulatory frameworks (laws, guidelines and directives) will be explored.

The legal framework for the establishment of many typologies[66] of NSA is based on the provisions of the 1960 Civil Code relating to "Associations" and a 1966 Internal Security Act issued by the then Ministry of Interior. Efforts to draft a comprehensive law responsive to the nature and needs of NGOs have been going on for some years within the Ministry of Justice. During this period, NSA through their collective structures (that is, the Legal Framework or Enabling Environment Taskforce) have attempted to influence the drafting process. To this effect, comments and alternative legal proposals were submitted to the Ministry of Justice (in 2004). Furthermore, NSA representatives worked with the Governments' taskforce in reconciling and refining the draft-law. In the current year, following the release of a draft Proclamation on Associations and Charities, NSA have had consultations with Ministry of Justice (one time), and then with the Prime Minister. Following these interactions, though not fundamental, some minor aspects of the draft proclamation have been improved. The taskforce representing the different typologies of NSA is still in dialogue with the MOJ. However, from the overall feedbacks, the government is strongly resisting calls for improving the bill, and hence it is less likely that major improvement will be made by the Parliament in October 2008.

Despite the delay in enacting the draft NGO/CSO law, the MOJ (Associations Registration Office) has introduced some administrative measures that contributed to slight improvements in the regulatory framework as compared to the pre-2004 situation. The amendment done to the interval of Registration Licenses Renewal, that is from yearly to every third-year (September, 2003); the introduction of expedited system of registration, both at federal and regional levels; and the registration of some networks can be counted as indicators of the improvement. It can be said that the occasional interactions between NSA and the Ministry has at least contributed to this improvement. However, this does not mean that the environment has improved for all kinds of NSA engagements. Rather, some discouragements to advocacy engagements of CSOs in key areas (as explained under section 8.3.1) have been maintained.

At federal-level particularly NGOs used to have close-interaction with the Disaster Prevention and Preparedness Agency (DPPA) regarding emergency-responses. Over the last four years, the interaction has been subdued due to the change in emergency-response strategy (PSNP) and partly due to reduced emergency-support needs.

The regional-level government-NSA interactions around the regulatory framework, to a large extent are not that live. In the first place, most of the relatively established regions have adopted their respective Government-NGO Collaboration Guidelines where aspects of reporting, evaluation, support services and the likes are streamlined; hence the needs for additional interactions are less. Moreover, the interactions are increasingly focusing on development policy and programmes, than NSA regulation. In Oromia, SNNPR, Gambella and Assosa, NGO coordination mandate has shifted from Regional DPPO to Bureau of Finance and Economic Development, and this shift has by-itself contributed to changing the relevance of NSA-Government interaction around regulatory frameworks.

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[66] Includes, NGOs, FBOs, PAs, Civic and Advocacy Organisations and MBAs.

In Amhara, Oromia and SNNPR the regional Government-NGO Collaboration Guidelines are rolled-out and applied by the different layers of sub-regional government. In Amhara, for example, the GO-NGO Forums are rolled-out to Zones and Woredas. As a result, the two-parties regularly discuss/review progresses in implementation, and develop action-plans for next-phases.

The enhanced Government-NGO interaction on regulatory matters at sub-national levels is perhaps a desired development. It can be interpreted to mean that de-concentration is put in practice. However, more fine-tuning is needed to ensure that the avenue is used to promote reciprocal accountability for actions and inactions by both NSA and government.

7.3.5. The Government's view and priorities on NSA Roles and Participation

The federal government's view on roles and participation of NSA still presents a mixed picture and lacks clarity. On one hand, the bureaucratic hurdles associated with registration/renewal, reporting and other requirements for legal operation are liberalized (by internal administrative decisions), and hence the interactions in this regard are subdued. On the other, the avenues for policy level interactions between NSA and federal government, including those indicated in the PASDEP, are not created or honoured.

It is worth noting that the government's view and interest to entering into dialogue with the different NSA typologies is not uniform. In the PASDEP the desire to involve and engage membership-based Associations is stressed. Such consideration is rationalized in relation to domestic constituency-base and accountability to same. From the PASDEP one can also learn that the government is interested to see more interactions with NSA at decentralized or local-levels. The findings from this survey show that the policy direction is problematic in many aspects since:

- Not all membership-based NSA are equally treated. Particularly the NGO/CSO networks and consortia are treated with care and suspicion,

- Even with the unchallenged MBAs (like that of the Private sector, Faith and CBOs) the interaction framework is not clarified and institutionalized in most of the regions.

- The constituency-base as well as the level of accountability in some of the preferred membership-based NSA do not agree with the official understanding, and is rather questionable. In other words, democracy and accountability are not practiced[67], and

- At local-levels the accepted membership-based NSA have the least organisational capacity to articulate, present and interact with government on the interests of their constituency. Thus, their contribution to decentralized and participatory governance is least so far, and likely to remain passive for some time to come.

Moreover, government officials have kept on commenting on the circumstances and directions in NSA-government interactions.

- **Legitimacy for Representing:** on this issue the Governments challenges the capacity of CSOs to represent the different layers of the population on behalf of which they advocate. The logical basis of this argument is the fact that NSA are "not elected" and that their constituencies is often limited in quantitative terms.

- **Partisanship:** some of the NSA are considered to act on the basis of a political agenda (the term "political" has to be considered in the sense of "partisan";

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[67] For example, it appears there is no leadership transition in the youth and women associations of Addis Ababa.

- **Efficiency:** almost all the Government Officials interviewed even those who actively cooperate with NSA on a day-by-day basis underline the fact that NSA have high overhead costs which influence very much the efficiency of their actions and in the ends subtract resources to the services to pay the high costs of their organisation.

These beliefs and opinion are diffused and form the collective opinion among Government officials at federal level, with particular attention to mainly NGOs in the overall NSA's landscape. While line Ministries are more inclined to recognise NSA contribution in "filling the gap", staffs of Ministries (such as MOCB) express this position very clearly.

Since the government insists on the issue of "*representativeness*", Government officials are inclined to stress the concept that NSA must have a demonstrable constituency, have to be membership based and represent a specific segment of the population to be legitimate advocates and interact with the Government. This issue, alongside with that of partisanship question, the legitimacy of NSA is therefore a critical political hindrance for the involvement of NSA in the political dialogue.

The issue of efficiency is more pragmatic, and questions the capacity of NSA to devise solutions aimed at developing their capacity to serve the needs of the population in an efficient way. Government officials directly involved in running the public service systems generally say that NSA, especially NGOs, should be "better organised" in terms of platforms and sharing of services, to reduce overhead costs, increase the capacity to interact with the government, make the service delivery process more efficient and the communication process more effective. At the same time the experience of NSA and their knowledge about the situation of the field, as well as their relationship with the communities and the population in general, are considered as very important endowments of NSA contribution which is often considered as outstanding inputs to the policy formulation process.

In July 2004 a Civil Society Capacity building was launched by the Government with the aim "*to create an enabling institutional environment and to build the capacity that is necessary for civil society to participate in achieving national goals of promoting development, reducing poverty and strengthening democracy. The fundamental rationale for having such a programme is the recognition by government that it cannot achieve these goals simply through its own institutions, agencies and programmes but must work in close collaboration with civil society as its key development partner*".[68]

The programme was aimed at creating conducive conditions for achieving programme objectives through sub-programmes that aim to (i) create a more enabling environment for organised civil society, including through capacity building within the government system (ii) build a partnership between government and civil society for achieving capacity building objectives that is formal, institutional and jointly governed, and (iii) build capacity within civil society for enhanced participation in poverty reduction and democratisation processes. In the process of government and civil society working together and learning from one another, programme experience may also contribute towards developing a sound foundation for a future government-CSO policy framework. According to the MOCB[69], at present the programme has been delivered for the three implementing Ministries (Ministry of Justice, Ministry of Youth and Sports, Ministry of Woman Affairs) for their decision about implementation but no decision has been taken so far.

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[68] Federal Democratic Republic of Ethiopia Ministry of Capacity Building - Civil Society Organisations' Capacity Building Programme
[69] Interview with Ato Melaku Jemaneh Head Office of the Minister –Ministry of Capacity Building of March 7th 2008

7.4. The Way Forward

In the different sections we have highlighted the various national development challenges of Ethiopia. Under the evolving regional and global circumstances, the country may find it even more challenging to address some of the issues[70]. Hence, honest and all-inclusive dialogue leading to national consensus on major issues is more needed now than before. Unfortunately, the trends in the national-level governance processes are fast moving away from what is desired. The tolerance to entertain dissenting views (or pluralism in society) is fast-fading, and dissent is treated as political act. Moreover, NSA are expected to demonstrate compliance to the ideological and programmatic frameworks provided by the government.

The survey is convinced that the sectoral/thematic interactions at federal-level and the regional and sub-regional level NSA government interactions do not substitute the need for macro-level interactions around the key national issues. Besides, from the trends observed, in the short run, it is unlikely that the federal government will open-up avenues and enter into an honest dialogue with NSA. However, the study sees the need for such enhanced and honest interactions (dialogue) at national level as a matter of urgency. The following are some of the recommendations emanating from this survey in relation to the interactions at different levels:

- Undertake in-depth analysis on the implementation of PASDEP provisions for NSA participation and value-additions registered as a result;

- Strengthen the self-organisation of NSA at federal level (vertical and horizontal interactions particularly in the policy area) - coordination, capacity and self-regulation,

- Develop and enhance linkages with regional and global civil society movements,

- Enhance interactions and collaborations with the key donor self-coordination structures,

- Promote strategies that enable joint assessment, monitoring and researching between NSA and government as well as NSA and donors around the key national issues (at all levels),

- Promote lessons from regional and sub-regional level NSA-Government interactions so as to inform the national context,
- Exert more pressure on donors to discharge their responsibilities in leveraging NSA state interactions.

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[70] For example the current global shortage in food supplies and the corresponding hike in prices

8. NSA engagement with Donors and other stakeholders

8.1. Background

In the past, mostly NGOs and FBDOs used to access supports and interact with the various donors (bilateral and multilateral agencies). For a number of reasons the spread of donor support across the various NSA has increased. For example, the HIV/AIDS pandemic has demanded mobilization of diverse groups of social organisations, and this has in turn resulted in facilitating access to donor resources for CBOs, MBAs, religious organisations and others.

On the part of donors, some international and regional agreements and cooperation frameworks as well as individual donor policies and strategies call for maintaining dialogue and providing support for NSA in the recipient countries. The Cotonou agreement is one such instrument. Donor-NSA dialogue could take different forms. Involving NSA in the process of developing country-support strategies, in monitoring and evaluation of donor programmes is one such approach. On the other hand, donors are expected to support country processes that facilitate the active participation of NSA in promoting self-defined agenda, which often include the alleviation of poverty, conflict transformation, pluralism, growth and the likes.

In principle, the government also need the participation of NSA in mobilizing resources and taking charge of activities which are in line with its priorities. Some agreements with donors and regional institutions require the government to allow the participation of NSA in dialogue as well as implementation.

Because of the above developments and trends it is natural to expect a corresponding transformation in the donor-NSA engagement process and collaboration frameworks. The following are major developments, observations and feedbacks that emanated from the survey consultations:

8.2. Donors' programmes to support NSA activities and capacity

The Donors involved in partnerships with NSA have gradually developed a view on their partners. These views are substantially homogeneous and are based on the following considerations:

1. Civil Society is an irreplaceable stakeholder of the country's development process and ways for facilitating and supporting effective participation have been discussed and shared by the Donor Community;

2. Cooperation with CSOs has so far produced more than satisfactory outcomes in terms of strengthening capacity of community self-organisation and social capital;

3. The innovative approaches promoted by NSA in major service areas have produced large number of models to be scaled-up by the Government, some of which have been already taken-up and mainstreamed (mainly in education, sexual and reproductive health, community water supply and sanitation);

4. Still, Civil Society is at a low level of development and problems of leadership, reliability and capacity to follow-up engagements are present and do hinder effectiveness and timeliness of donors-CSO partnership:

5. The organised Private Sector is still weak, has an unbalanced coverage of the national territory, has problem in managing the services for the associated business community, and in most cases is not able to address policy level issues.

The inventory done as part of this study identified the following major Donor's initiatives aimed at supporting NSA in Ethiopia:

1. SIDA - Swedish CSO Cooperation Programme, block-grants to NSA apex and capacity building organisations, total value of SEK 120 Million, implementation finalized and second-phase expected,

2. EC - Civil Society Fund - capacity building project funding for NSA, the first round of which has reached and supported initiatives of 16 lead and 77 partner NSA in different parts of the country, and expected to commence a second round from 2008,

3. Multi-Donor Civil Society Support Programme (CSSP) managed by Irish Aid; where a five-year funding to the amount of Euros 24 millions is pledged by 4 bilateral donors[71].

4. Protection of Basic Services (PBS) component 4 (Social Accountability) managed by the World Bank; pilot scheme with potentials for scaling up, budget of 5 million USD to support selected initiatives of NSA.

5. USAID Constructive Dialogue Initiative Project (implemented by PACT Ethiopia), about 2.2 Million USD to support NGO projects in conflict transformation,

6. USAID-PEPFAR President's Emergency Plan for AIDS Relief - for supporting HIV/IDS prevention initiatives and assist PLWHAs, OVCs, people at risk, with programme resources to 142 Millions USD,

7. USAID Productive Safety Net Programme (PSNP) - to support food-security and vulnerability reduction focused NGO projects; about 144 Million USD,

8. SCAC *Fond Social de Développement* - small grants for NGO projects focusing on basic services development and upgrading; budget of Euro 1.5 Millions for rounds of allocation, and

9. In addition to the above, through the various country allocations the GFTAM has approved portions of the lot for supporting NSA initiatives at different levels.

8.3. Overall encouraging developments

- NSA participating in the coordination of donor-resources for country programmes - specifically in the case of MAP and GFTAM, NSA representatives (including FBOs, NGOs, PLWHAA, and MBAs) are members of boards and committees for allocation and follow-up, of the utilization of the resource. This is an encouraging and empowering arrangement.

- In addition to the above, various NSA categories have managed to access donor resources managed by government, and to participate in the national AIDS response, at different administrative levels.

- USAID facilitated NGO participation in the implementation of PSNP, which is one of the large-scale government programmes. This has enabled NGOs to demonstrate best practices in coordination and impact orientation, in parts of Amhara and Tigray regions.

- Some donors have facilitated and maintained fairly good communication and dialogue with structures of NSA. The Cotonou Taskforce is a case in point (discussed below).

- Donors have provided supports for some strategic NSA segments and initiatives that contributed to the collective growth of the NSA community. Supports for participation in the PRSP process, election observing and the PANE formation are examples in this regard. In addition, donors have extended multi-year and programme-based supports for strategically important NSA typologies, the participation of which has started producing multiplier effects - research, dialogue, advocacy on rights.

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[71] Irish Aid, DFID, Netherlands and Canada (CIDA)

- Capacity building, as opposed to exclusive service development and/or emergency response has become the core objective of donor support for NSA,

- Some of the innovative funding arrangements have enabled to improve fund-access for emerging and regional NSA. The SIDA arrangement and that of the EC/CSF are examples to this effect, and

- Donors have initiated internal dialogue and reached agreements as to how to harmonise engagements with NSA. Besides, the indications are that more and more resources would be made available in support of NSA activities.

8.4. Specific trends in donor support strategies

The following are major trends identified in the resource allocation strategies of donors:

1. the gradual introduction and roll-out of the tiered-approach which has demonstrated success stories in different cases such as:

   - USAID PC3 programme has enabled different typologies of NSA to participate in implementing projects in areas where they have comparative advantages. That is international NGOs take lead role in mobilizing the resource and maintaining linkage with the donor; national NSA coordinate the mobilization and capacity strengthening of CBOs and regional NSA to take charge of addressing needs of OVC and others affected by AIDS pandemic.

   - SIDA CSO programme - delegated the apex and capacity building NSA to take responsibility of administering and ensuring results in agreed areas of interventions.

   - The EU/CSF as well as the forthcoming CSSP programme - encourage and facilitate the cooperative approaches of amongst NSA having differing typologies and levels of operation. Through such arrangements, outreach to regions and remote areas is being promoted.

2. The adoption of a mix of implementation modalities to attain different objectives: CSSP adopts four different arrangements which include core funding, block-grants, project funding and capacity building windows). The SIDA CSO programme in addition to the main implementation modality based on a multi-tiered approach has adopted direct funding of CSOs to maintain a contact with these grassroots partners;

3. The emphasis on decentralisation and the focus on less served regions:
   - CSF is stressing national coverage;
   - CSSP has a specific reference to less served regions;
   - PBS Component Four underlines the regional dimension of interventions.

8.5. Identified gaps in the collaboration

The following are some of the outstanding issues where more actions are needed to improve the cooperation and collaboration between donors and NSA:

Top-down approaches of donors – sometimes the roles for NSA are predefined by the donors and simply put on the table.For example the role in promoting social accountability in PBS. The present situation doesn't support the development of a generalised open dialogue between donors and NSA

- NSA as "alternative" channels of aid delivery? - NSA feel that there is fluctuation or seasonality in donor - NSA cooperation. In case when donors keep 'good relations' with the government, NSAs are marginalized or sidelined. In the opposite case, NSAs are called-in to fill the gap. NSA think that a good NSA-Donors relationship could be based multi-annual programming of activities This view is shared by many actors, thus has to be addressed..
- Access to high-level coordination and dialogue frameworks - NSA feel that donors have special access to high level coordination and can enter into dialogue with the government. The level of effort that would be needed to facilitate the participation of NSA in such structures is judged as inadequate.
- The communication and exchange of information on lessons, trends and actions needed is undeveloped from both sides. As a result donors are not making use of NSA information for informing their programmes as well as entering into dialogue with the government.
- Dependence on Donor's or interdependence? - donors feel some segments of NSA have to strengthen their domestic support-base so as to counterbalance allegations (as donor-dependent actors) and further build legitimacy for policy level participation. On the other hand, NSA feel donors have to strengthen the collaboration and support with them so as to ensure the attainment of set objectives of the global aid system (e.g. the MDG). Hence, it is appropriate that the interdependence is understood and jointly promoted.
- Equity? - despite the efforts being done, regional NSA still feel the fund allocation practices of donors is biased in favour of specific typologies of NSA operating in some geographical regions. The specific feedbacks from Tigray NSA are outlined in the regional report attached.

1.2.   The way forward

Upgrading the state of communication between donors and NSA - overcome the narrow scope of the communication so far (not an interchange, cross fertilisation but just exchange of information on specific operational issues).

Promote further synergy between donor programmes and NSA work on service delivery promoting NSA capacity to build strategies in cooperation with their donor partners.

Adhere to the following principles of "Good Donor-ship" emanating from NSA consultations:

- The first aim is the transfer of resources for the development of NSA for its own sake and not just as grantee;

- Accordingly to give value to NSA's autonomy, not feel co-opted by donors into new forms of engagement with government or even forming new alliances or networks within civil society;

- Stimulate the development of constituency and national support base to challenge the view of NSA as agents of outsiders;

- Promote a growing understanding between the donors and NSA and increasing accessibility of donors;

- Support the enhancement of CSOs capacity in managing CSOs fund/grant instead of implementing programmes by "Management Agencies". The work of the Management Agencies are believed to undermine local capacity, which is of course disincentive or disempowerment of CSOs;

- Stimulating NSA capacity for reaching out to all regions mainly the most remote and emerging areas through specific funding mechanisms;

- Promote flexibility by differentiating terms and conditions for big and small projects and avoiding cumbersome formats,

- Provide adequate information on the purpose, targets and requirements for funding, making the process clear and transparent to avoid mistrust; and

- Addressing capacity - donors understanding of the capacity needs in civil society and providing support to that end.

9. Conclusions and Recommendations

9.1. Conclusions

The mapping study on the basis of the document reviews, analysis of data and feedbacks from interviews and consultation sessions makes the following key conclusions:

1. **Compared to 2004, the size of the different NSA typologies has shown an overall increase.** The number of NNGOs and religious institutions has tripled. The same is with the number of cooperatives, where cooperative unions are new additions to the NSA landscape[72]. Likewise, growth in the size of NSA is boosted by the emergence of more and more regional NGOs.

2. The **liberalization of registration of NSA** by the regional Justice Bureaus as well as other local factors have resulted in the emergence of large numbers of diversified regional and sub-regional NSAs aiming at promoting socio-economic, cultural and development objectives. It is believed that these will provide institutional frameworks for making decentralization work, in the near future.

3. **There is positive trend in the mix and distribution of NSA across regions.** Information from the regional NGO coordination offices show that in terms of numbers, Oromia and Addis Ababa on one hand and Harari, Gambella and Dire Dawa on the other have the most and least numbers of operational NGOs and FBDOs, respectively. Compared to the 2004 NSA Mapping findings, this survey is convinced that the mix and distribution of NSAs across regions has improved. In the first place, more development focused INGOs have established operational presence in the remote and emerging regions like BSG, Afar and Somali, and this in turn has contributed to the emergence and strengthening of regional NSAs. As a result, some of the regional NGOs, Membership-Based Associations and Development Associations have become operational, and this has contributed to increased distribution of NSA across regions and local administrations. Moreover, some national NGOs with the support of partner INGOs have extended their participation in to regions. The fact that relatively few number of NSA operate in Harari Region and Dire Dawa City refutes the outlook that NSA are more interested and concentrated in urban areas.

4. **Iddir Unionisation -** The process of Iddir unionisation and formal registration as coordinated local level self-help and social development forces is in motion and this has contributed to the transformation of NSA architecture at local levels in many of the urban centres. Some of the traditional roles of local NGOs and FBDOs, like child development and environmental sanitation are handled by these organisations, and hence is calling for the redefining of roles and repositioning of participation.

5. **The collaboration and interaction amongst the various typologies of NSA has increased** both at national and regional levels - this is facilitated by some of the recently formed NSA networks like PANE, UECSA, EIFDDA and NEWA, at national levels, and the regional apex bodies like ACSOT. As a result, opportunities for joint internal dialogue, sharing, and promoting collaborative initiatives between NGOs, FBDOs, MBAs, Professional Associations, Trade Unions and others have expanded. The tiered-approach being promoted by donor agencies (USAID and SIDA) has also provided a model for collaboration between INGOs, FBDOs and NNGOs and local FBDOs.

   The survey found 21 national and 24 region-based apex and network structures of NSA, most of which have legal personality. These structures are engaged in facilitating information and experience exchange, external relations, representation and channelling resources to support

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[72] 'However, the new draft Charities and Societies Proclamation under discussion proposes to exclude cooperatives from the category of civil society, against existing definitions of CSOs provided by the MCB and the classifications on the Cotonou Agreement'.

member's programmes. The findings show, the trend of network expansion has provided improved opportunity for individual NSA to be part of group processes and also gain from what is made available through the platforms.

6. **The domestic resource base of NSA is unchanged** - MBAs including RDAs and PAs collect subscriptions from members, but the amount is universally inadequate to support a meaningful participation and contribution. Hence, donors (NGO, bilateral and multilateral sources) remain sole sources of funding for the growing and expanding NSA community. The Swedish CSO Cooperation Programme, the EC/CSF, the PEFPAR and PSNP from USAID; and HIV/AIDS funding from HAPCO (including GFTAM) were amongst major sources of fund for NSA programmes during the last four years. There is a generally positive donor interest to scale-up support for the NSA community. Side by side to social service provision, capacity strengthening, particularly in the areas of democratisation, human rights, advocacy and governance have become core focuses of some of the donor support for NSA, and this is an encouraging development. Regarding support strategies donors are opting for a harmonised approach that is believed to facilitate the scaling-up of support while reducing the transaction costs for each individual agency. As progress indicator, five bilateral donors have developed a five-year Civil Society Support Programme (in short CSSP) which is expected to commence grant allocation in early 2009. Regarding funding targets in geographical terms much more work is needed to ensure fund outreach to the periphery, and ensure equity so that the regional and local level NSA are provided with resources for enhanced participation.

7. **Injecting significant amount of development aid** - The NSA, particularly NGOs and FBDOs make marked contribution to the national pool of development aid by mobilizing and injecting significant amount of financial and technical resources. The aggregation of financial values of ongoing projects (not all of it) from regional data bases since 2004 is found to be 9.67 Billion ETB (about 1 Billion USD), and on average this adds to an annual injection of 200 Million USD.

8. From the registries of regional governmental coordination offices the survey found out that NSA have a total of 2062 ongoing projects in the different parts of the country and having diversified focuses. The following are key observations related to regional distribution of the projects as well as the resources for implementation:

   ▪ Oromia, SNNP and Amhara Regions have uppermost number of ongoing projects with each having 814, 342 and 317 projects, respectively. On the other hand, Dire Dawa (24), Gambella (19) and Harari (18) remain on the lower side in terms of number of ongoing projects.

   ▪ Nearly 90 percent of the total NSA resources was targeted to operations in Oromia, Amhara Addis Ababa and SNNP regions. Out of the balance, 5 percent went to Tigray, and only the remaining 5% was channelled to the cluster of emerging and 'smaller' regions.

   ▪ Regarding sectoral/thematic focuses, the survey found out during the period integrated projects (that is rural and urban socio-economic development and food security projects) received the largest share of NGO funding (about 32%). Other sectoral/thematic areas that received significant share of NSA funding in order of importance were: child development (23%), health and HIV/AIDS (20%) and also education and water with a respective share of about 7 and 6 percents.

9. The survey has found out that HIV/AIDS, OVC support and Basic Education are the major participation areas of NSA where a high-level of impact is attained at local and national levels. This is brought about through the mobilization of diverse typologies of NSA (social capital mobilization) and their integrated participation at all levels and in the different activity areas.

Lessons should be taken from these areas to enhance the effectiveness of participation in other sectors.

10. **NSA contribution corresponds to key national policy directions**. All of the innovations and most of the contributions of NSA in service delivery by NGOs, in research by Professional Associations, NGOs and Apex organisations, follow national policy lines,. What is missing is a consolidated and shared national drive and capacity for scaling-up of these potential policy contents through involvement of NSA, e.g. in policy committees, programme and projects coordination platforms, etc. at federal, regional and local level.

11. **The depth and breadth of NSA participation, particularly at regional levels has improved and shown positive trend.** In addition to the traditional basic services and social welfare oriented projects, NSA segments and structures take part in sectoral and regional planning and implementation coordination structures; increasingly support institution building initiatives (social capital), promote good governance, support action researches, link-up and mobilize other actors, and facilitate social dialogue around various issues related to poverty and vulnerability.

12. **Cooperation between NSA and the government, at different levels present a mixed picture** - At national level, frameworks for macro-level cooperation are still underdeveloped, also across sectors of participation. At regional and local levels, relatively well defined and functional frameworks for cooperation are in place. Avenues for participation in joint planning and coordination of sectoral programmes (annual reviews) and avenues for joint appraisal of the partnership framework (through the GO-NGO Forums) are getting more regularised and expanded to the different layers of administration.

13. Trends

- The survey found out that the number of NSA (particularly NNGOs) newly registering each year at the federal MOJ/ARO level has been declining since 2005. On the other hand the regional level registering NSA has substantially increased.

- Regional Development Associations and regional membership associations of youth and women are increasingly challenged to accommodate and cooperate with the increasing numbers of a range of regional NGOs and sub-regional development associations. A strategic support for this transformation is needed so that opportunities are not wasted.

- Network and apex organisations are being increasingly involved in capacity building programmes where grant-administration is a core activity. A separate and in depth investigation and strategic direction is needed to make sure that this role is not compromising the core purpose of facilitating interactions and advocacy. This is an important action as the latter remains one of the gaps in the Ethiopian NSA landscape.

- The traditional role of NGOs in emergency resource administration appears to have declined over the last five years. Improvements in climatic conditions (absence of major drought) and the introduction of PSNP are major factors. Thus, it can be said that now more emphasis is given to addressing livelihoods with a longer-term perspective to the affected population.

- Most of the newly emerging international NGOs are not any more focused on rural and agricultural focused interventions, but instead in such specialised areas as HIV/AIDS (IEC, care and support, including ARV drugs, OVC support and nutrition); child adoption; rural and urban environment/ecology; promotion of rights of socially disadvantaged and excluded groups (children, women, PWDs, etc.); and, socio-economic researching.

- In some regions, the survey has observed that some NSA are delegated by the regional government to implement projects financed by donors. Examples can be found in Tigray

and Somali. This is important start initiated with due recognition of comparative advantages of the NSA in the respective fields, hence should be facilitated and strengthened.

- The survey has observed increased presence of NGO regional offices (in Amhara, SNNPR and BSGR), which have been established as strategic entry points for enhancing collaboration and dialogue with regional administration. This has indeed contributed to the formation of operational taskforces and regional networks. Thus, the process is indicative of NGO support for facilitating decentralized governance and orientation towards decentralized participation of the sector.

- The disjointed practice of NSA coordination remains as it was in the past. At institutional level there is fairly good amount of data and information, both at federal and regional levels. However, inconsistency is observed in the information and data collected from the different regulatory bodies, and this makes it difficult to construct a consolidated picture on the participation and contribution of the NSA community. This could be one of the reasons why there is a generally low level of appreciation and inconsistency in acknowledgement of the contributions of NSA at policy level. Related to this, the survey found that in most of the regions the level of involvement of the regional Disaster Prevention and Preparedness Bureaus or Offices in the coordination of NGO operation has declined. Some of the regions have formally shifted the coordinating mandate to the Finance and Economic Bureaus, and all the regions have downgraded the organisational profiles of the DPPBs into departments or divisions under the Agriculture and Rural Development Bureaus. The operational linkage of NSA to the regional finance and economic development bureaus in general is counted as a positive move; in recognition of roles and towards facilitating grounds for meaningful participation.

- In some of the conflict prone parts of the country cross-sections of NSA have made most attempts of self-organizing and participation in conflict transformation and peace building. A case in point is the Gambella process. This trend has to be further encouraged and supported in the coming years.

9.2. Recommendations

- Build capacity for scaling-up processes (quantitative, functional, organisational and political scale-up);

- Promote an outreach oriented and tiered-approach in resource allocation for the different typologies of NSA;

- Facilitate and support the regional networking and engagement processes (awareness, networking, researching and communicating capacities);

- Facilitate the dynamics in the regional development associations and other regional associations aimed at enhancing collaboration and complementing each other;

- Support the Iddir transformation process to improve their democratic functioning, strengthen service delivery and resource mobilisation capacity;

- Provide an advisory service for new calls for proposals and stimulate actions at Regional Level;

- Undertake further research to investigate potential effects of grant administration role of networks and apex organisations on the efficacy of other mandate areas;

- Support initiatives for upgrading the MIS of NSA regulatory structures of the government so as to overcome the inherent inconsistency and lack of harmonization in the existing database systems both at federal and regional levels.

- Support the national Associations of the private sector so as enable them strengthen and mobilize their regional and sub-regional branches and promote engagements at these levels, and
- Support social economy organisations (Cooperatives - basic, unions and federations) so as to enhance their participation in social and local development processes.

ANNEXES
ANNEX I - LIST OF PEOPLE AND ORGANISATIONS CONTACTED

No	Full Name	Position and Organisation
Benishangul Gumuz		
1.	Ato Taye Genetu	General Manager, Boro Shinasha Development Association
2.	Ato Jirata Woteso	Board Chairperson, Mao Komo Development Association
3.	Ato Fekadu Fufa	General Manager, Tikuret LeGumuz People Development Association
4.	Ato Girma Nemera	Head Dev't. Cooperation Unit, BOFED
5.	Ato Mamo Gentse	Head, Population and Development Cooperation Department, BOFED
6.	Ato Berhanu Garno	Head, BOFED
7.	Ato Wodisha Habte	Head, Bureau of Justice
8.	Ato Gemechu Abose	A/Head, Regional HAPCO
9.	M/Seb Alemnew Tsega	Secretary of the BSG Sebeka Gubae
10.	Ato Kidane Abera	Asossa Chamber of Commerce & Sector Industries
11.	Ato Gashaw Teferra	Programme manager, Hope Enterprises
12.	Ato Tesfahun Eyoel	A/Head, Homesha-Assosa Area Devt Programme, World Vision Int.
13.	Ato Yared Awguchew	Coordinator, Oxfam GB
14.	Ato Shibabaw Tadesse	Project Coordinator, Water Aid
15.	Ato Abel Ademe	Ex Com member, BSG Youth Association
16.	Ato Fisseha Kebede	Regional Coordinator, AAE
17.	Ato Kassa Kenaa	Prog. Coordinator, Eth Mulu-Wongel Believers Church Dev't. Organisation
18.	Pastor Getachew Loma	Assosa Qutir Sost Mulu-Wongel Church PC3 Core-Com Secretary
19.	Ato Asmare Zelalem	Assosa Qutir Aand Mulu-Wongel Church PC3 Core-Com Secretary
20.	Ato Dagne Fantahun	Andinet Iddir Chairperson and PC3 Core-Com member
21.	Meto-Aleqa Semagne Bisewur	Andinet Iddir V/Chairperson and PC3 Core-Com member
22.	Ato Asrat W/Ammanuel	Selam Iddir Chairperson and PC3 Coordinators
23.	Ato Mohammed Kedir	Awonsh Iddir Chairperson and PC3 coordinator
24.	Ato Asfaw Mamo	Assosa Qutir Hulet Mulu-Wongel Church PC3 Coordinators
25.	Pastor Bekuma Chali	Assosa Qutir Sost Mulu-Wongel Church PC3 Coordinators
26.	Oustas Jumaa Sabah Alher	V/President, BSG Islamic Supreme Council
27.	Ato Mebratu Alemu	Member, BSG Islamic Supreme Council
28.	Ato Mikael Mamo	J/Expert, Comm. Participation & Org. Unit, Info, Culture, Tourism & Social Affairs Bureau
29.	Ato Girma Getahun & Ato Lemessa Deme	Youth Development & Social Affairs Department
30.	Ato Mulugeta Teffera	Team Leader BSG Coop. Promotion Agency
31.	Ato Worku Abby	Secretary, Asossa Farmers Cooperative Union
32.	Ato Meseret Tadesse	Prog. Coordinator, Tesfa Blichta PLWHA Asson.
33.	Wzo Haimanot Tadesse	Sec. General, BSG Regional Women Asson.
34.	Ato Teferi Kejela	Manager, BSG Programme, OXFAM/GB
35.	Ato Mengesha	Prosecutor, Notary Section, Bureau of Justice
Gambella NRS		
36.	Ato Addis-Alem Feleke	Adult Non-Formal Education Association Ethiopia
37.	Ato Girma Kebede	Programme Manager, Zoa Refugee Care
38.	Ato Sisay Tilahun	Head Youth Affairs Dept, Bureau of Youth and Sport
39.	Ato Alemayhu Mamo	Women's Affairs Bureau
40.	Wondwosen Zewde	Women's Affairs Bureau
41.	Ato Oman Oumud Aquay	Bureau of Finance and Economic Development
42.	W/ro Aryat Omit	Coordinator, EWLA Gambella Office
43.	Ato Kan Gatluak Keat	Deputy Head of G/N/R/S Health Bureau and Head of HAPCO
44.	Ato Okello	Head of Disaster Prevention Section, Agriculture and Rural Development

		Bureau
45.	Ato Tadele Ireso	Head, Justice Bureau
46.	Ato Okidi	ACORD Gambella
47.	Taydor Chol	Chairperson, G/N/R/S Youth Association
48.	Genet Tesfaye	Committee Member, GNRS Youth Asso.
49.	Umed Ojulu	Committee Member, GNRS Youth Asso
50.	Umed Oboya	D/ Secretary, GNRS Youth Asso
51.	Omed Ngiguwa	Org and PR Committee Chair, GNRS Youth Asso
52.	Solomon Assesfa	Secretary, GNRS Youth Asso
53.	Ato Jobi Omad	Gambela Peace and Development Council
54.	Ato Desalegne Biru	Gambella Intellectuals Association
55.	Ato Keuwot Oman	Gambella Youth for Peace Coalition Against Gun
56.	Ato Wayneto Abera	Speaker, G/N/R Council
57.	Ato Tesfahun Abebe	President, GNRS Teachers Association
58.	Ato Ammanuel	PACT Ethiopia

Amhara

59.	Ato Mekonnen Ayalew	Speaker, Gubalafto Woreda Council, Woldiaya
60.	Ato Meesganaw Asfaw	Deputy Administrator, Gubalafto Woreda
61.	Wro Beletu Desale	Head of Office, Gubalafto Woreda Women Association
62.	Ato Girma Gelana	Notary Unit head, NWZ Justice Office
63.	Ato Girma Nahusenay	Head of Office Woldiya City Micro and Small-scale Business and Industries Promotion Office
64.	Ato Tigabu Nega	Head, CFAO Genet Children Centre
65.	Ato Adino Chane	Expert, Cooperatives Promotion and Supervision Team
66.	Ato Mohammed Yimer	Desk Head, DPP, Gubalafto Agric & Rural Development Office,
67.	Ato Abate	Coordinator, SCD North Wollo Office
68.	Ato Ayalew Abate	Chairman, Gubalafto Woreda Youth Association
69.	Ato Amare Gedamu	Coordinator, North Wollo Tesfa Mahber
70.	Ato Solomon Tsegaye	Woldia Volunteers Association
71.	Ato Terefe Seife	Head LWF Woldia Office
72.	Ato Abdela Hussain	Chair of Debre-Gelila Muslim Iddir and Committee member of Woldia Iddirs Union
73.	Ato gebeyaw Inqushaw	Chair of Debre-Gelila Q/Giorgis Iddir and Com. mem of Woldia Iddirs U
74.	Ato Belay Mola	Chair of Aba Michael Iddir and Committee member of Woldia Iddirs Union
75.	Ato Moges,	Head of LSA Office Woldia City Administration,
76.	Ato Kassahun Shiferaw,	Head, N. Wollo Zone Labour & Social Affairs Office,
77.	Wz Mulu Adane	Women's Sector Coordinators, North Wollo Zone Teachers Association
78.	Ato Ali Muhammed	PADET, Gubalafto Programme Coordinator
79.	Ato Getachew Mola	ANNPCAn North Wollo Prog. Coordinator
80.	Diaqon Abebe Desalegne	Chairperson, Kebele 018 Admin and the Youth Association, Meket woreda
81.	Edegilgn Fanta	Programme Manager, Jerusalem Children & Community Development Organisation - Bahir Dar
82.	Ato Mekonnen Takele	Branch Manager, Confederation of Ethiopian Trade Unions, Bahir Dar
83.	Ato Esubalew Asseafa	Secretary, Bahir Dar Chamber of Commerce and Sector Industries
84.	Ato Amlaku Asres	Head, Food Security Programme and Disaster Prevention Office
85.	Ato Asaminew Desta	Board Chairperson, Bahir Dar Iddirs and Jemias Union
86.	Dr Misrak Mekonnen	Speaker, Amhara Regional Council
87.	Ato Ayenew Engida	Manager, Amhara Cooperative Promotion Agency
88.	Ato Wuletaw	Director, Organisation for relief and development in Amhara
89.	Ato Settual Alemnew	Bureau of Justice
90.	Ato Dres Admas	D/Programme Manager, Forum on Street Children-Ethiopia
91.	Wz Abeba Shumete	Chairlady, Amhara Women Association
92.	Mengistu Belay	Chairperson, Amhara Youth Association

Tigray

93.	Ato Ashebir Nraeyo	Head, Notary Unit - Association Registration Unit, Bureau of Justice
94.	Ato Yemane Yoseph,	Deputy Head, Regional Finance and Economic Development Bureau
95.	Ato T/Haimanot W/Michael,	NGO Coordination team, Aid Programmes Monitoring and Evaluation Department, Agricultural and DPP Bureau
96.	Ato Zemichael G/Medhin	Advisor to the Regional President, Civil Society
97.	Ato Kiros Negash,	D/Head in charge of Potable Water, Bureau of water, Mines and Energy,
98.	Ato Tadesse Gebre Wold,	Deputy Head, Regional Bureau of Justice,
99.	Memhir Tsegai	Head Relief and Rehabilitation Dept and Co Chair of ACSOT,
100.	Ato Woldai Kidanu,	Director, Tigray Development Association,
101.	Ato Asmelash Asrat	, Head Programme Dept, TDA,
102.	Ato Fikre Assefa	Manager, Human Beings Association of Brotherhood,
103.	Ato Alem G/Meskel	General Manager, Tigray Disabled Veterans Association,
104.	Wzo Kiros	President, Tigray Women Association,
105.	Ato Abreha G/Wahid	President, Tigray Youth Association
106.	Ato H/Michael Tekle	President, Tigray Farmers Association
107.	Ato G/Hiwot G/Egziabher	President, Mekele Chamber of Commerce and Sector Associations,
108.	Ato Zemichael Bogale	Head, Tigray EOC/DICAC,
109.	Ato Ashenafi Asmelash,	Planning and Programme manager, Mums for Mums,
110.	Sr Asqual G/Hiwot,	Programme Supervisor, Care for PLWHA, Mums for Mums,
111.	Memhir Tiberh W/Gabriel	Executive Director (Volu), Mums for Mums
112.	Ato H/Selassie Desta,	A/Head, WVI, Tigray Programme Coordination Office,
113.	Ato Yemane Twedros,	Head Planning and Programming, REST,
114.	Ato Teklai	Head, ENAB/Tigray Branch

Somali Regional State

115.	Mustafe Mohammed	OXFAM
116.	Bukari Shek Abdi	UNICEF
117.	Mustafe Ismael	FAO/Regional Agriculture TF Secretary
118.	Samuel Gezahegn	Mercy Corps
119.	Moga Abdi Umer	SDSA
120.	Abdirazak Said Farah	Himilo
121.	Abdirahim Mahdi	BOLSA
122.	Halima Hassan Dhaged	EWSHA
123.	Dr. Abdihalim Hussein	Mercy Corps
124.	Bashi Bihi Abdi	SOS
125.	Lumar	ARRDO
126.	Fadhi Abdi	PDRA
127.	Abdurezak Mohammed	ESOYDA
128.	Rahe Dayib	ESWSHA
129.	Mariyam Abdullahi	ESWSHA
130.	Istahil Abdi	ESWSHA
131.	Abduraman Ahmed	Shebele (SDSA)
132.	Omar Abdi	ARRDO
133.	Mohammed Ibrahim	ESYDA
134.	Abdi Mahdi	ESYDA
135.	Ali Shek	Somali Pastoralist Forum
136.	Omer Abdullahi	OWDA
137.	Abdul Usman	Hope for the Horn
138.	Yusuf Usman	UNISOL
139.	Mohammed Ahmed	SCF/UK
140.	Abdullahi Mohammed	Jigiga Woreda Education Bureau
141.	Ismael Mohammed Kelif	BoFED of Somali Region
142.	Gama Mohammed	HIMILO

143. Ahmed   BOLSA, Somali Region

Afar Regional State

144. Tamirat Mengistu   DPFSB
145. Getinet Kebede   DPFSB
146. Mekonnen Fitihun   World Vision, Assaita
147. Yared Ayele   RADO
148. Siddik Mohammed   Pastoral & Agriculture Bureau (D/Head)
149. Ephrem Taddesse   Cooperative Promotion
150. Abdulkadir Mohammed   Water Bureau Head
151. Ali Hussein   Education Bureau D/Head
152. Hadgembes Tesfaye   SC/UK
153. Taddese Melkamu   SC USA
154. Belay W/Michel   Labour & civil Affairs Bureau
155. Dr. Sileshi   FAO representative
156. Eyisa Mohammed   Women Affairs Bureau
157. Dawit Daricha   Ethiopian Pastoralist Program, FARM AF
158. Abdu Yusuf   Afar Pastoralist Youth Association
159. Hayider Aqyosse   ACDI-VOCA
160. Mohammed Abdella   APDF
161. Addisu Assefa   Lutheran World Federation
162. Fatuma Hate   Rohi – Weddu
163. Ephrem Workiye   Education Bureau
164. Aydahis Afkea   SC-UK
165. Mohammed Megdela   OXFAM – GB
166. Hashim Bilal   OXFAM – GB
167. Woliyi Kabato   WVE
168. Jemal Ibrahim   Mahi Oitu
169. Ismael Ali Gardo   APDA
170. Mohammed Sadik   APDA
171. Hassen Kassim   Mala-Ayka Afar
172. Ahmed Abdella   Mala-Ayka Afar
173. Humed Gase   Panos Ethiopia
174. Yared Ayele   RADO, Mille
175. Abdulkadir Ali Ibrahim   AHA

SNNPR

176. Birhanu Gazu   CRDA Awasa
177. Desta Birhanu   WVE, Program Manager
178. Birhanu Fuke   Sidama BoFED
179. Lakew Hulluka   Tila PLWAs
180. Asmamawu Assefa   HIV Forum of NGOs
181. Teklilu Dangesso   Sidama Dev Ass
182. Getachew Zewde   JeCCDO
183. Yakob Meteno   Action Aid
184. Yonas Tabor   Mary Joy
185. Yidnekachew Ayele   EWLA, Awasa
186. Taddese Hegena   SNNPR Teachers Ass
187. Felekech Tarese   SNNPR Women Ass Head
188. Haregewoin Afework   Ethiopian Youth Network, Awassa
189. Chanyalew   CETU, Awassa Branch
190. Sisay Yohannis   ELTO Farmers Cooperatives, Manager
191. Taddese Bento   SOS Sahel International
192. Abquto Annito   Cooperative Promotion Agency
193. Aregu Degu   BIGA
194. Carine Terpanjian   SNNPR HN & AIDS Forum

| 195. | Fasil Asmamawu | Green Initiative |
| 196. | Badege feleke | SEYA |

OROMIA

197.	Negassa Bayissa	Chiro Wondimamachoch Iddir
198.	Tewodros Hailu	CISP, Chiro
199.	Hailu Merga	CARE, Chiro
200.	Gossaye Esigu	Pro-pride, Chiro
201.	Abdi Bor	Savings and Credit Group Executive Committee
202.	Abebe Chemeda	Chiro 01 Sel-help Iddir
203.	Mumme Umer	Chiro 01 Kebele Chairman
204.	Alemayehu Mamo	Chiro Woreda Capacity Building Office
205.	Teferi Besha	Chiro Woreda Education Bureau
206.	Ahmedenur Mohammed	Mayor of Chiro Town Municipality
207.	Retta Debele	Mercy Corps, Chiro
208.	Sufiyan Kamil	Chiro Woreda Civil/labour and community organisation Bureau
209.	Taddese Leta	BoFED of W/Hararghe zone, Chiro
210.	Alemayehu Sambi	Oromia BoFED, Dept of Development Cooperation
211.	Terefe G/Sillasse	Oromia RS Civil Affairs and community organisation Bureau
212.	Awad Jibril	
213.	Denkissa Akessa	Union of Agricultural Cooperatives
214.	Abebe Itissa	Chiro School
215.	Sister Wassene Domena	Nutrition Plus Holistic Home Care
216.	Teuta Yekante	Anti-Aids Club
217.	Assefa Zaleke	Idrach Timyal Iddir
218.	Ama Cumar	Kebele Judiciary Body
219.	Alemayow Mamo	Woreda BoCB
220.	Tafari Basha	Woreda BOE
221.	Ahmaddir Mohammad Usman Kantiba	Town Hall
222.	Sufiani Kamil	Woreda BOLSA
223.	Hailu Merga	CARE International
224.	Taaddasaa Lataa	Zonal BoFED
225.	Paulus Arere	International Medical Corps
	226. DIRE DAWA	
227.	Amhed Mohammad	Regional BOLSA
228.	Makonnen Desta	Employers Federation Regional Branch
229.	Berhane Zeleke Geberetsadik	Dire Dawa Chamber of Commerce
230.	Tebele Eshetu	BoFED – Department of Planning
231.	Dhamaka Bogale	ADMAS (CBOs Umbrella Organisation)
232.	Meaza Yeshamen	Mesachelem Luhulum – Virgin's Association
233.	Esrail Feresenbet	Tesfa Mekote - Window of Hope (Anti AIDS Association)
234.	Hana Mamo	Shama Brhani WLWAS Association
235.	Biftu Mohammed	Regional BoWA
236.		Regional BoYS
237.		CETU Eastern Ethiopia Branch
238.		Women's Association DD
239.	Najib Idriss	Regional BoJ
240.	Solomon Addamo	Association for Legal Aid for the Children
241.	Abahoy Kassa	Sabian Tesfa Chora (Union of Iddirs)
242.	Tsahaye Wella	Edget Begara (Union of Iddirs)
243.	Demete Bogale	Lemate Chora (Union of Iddirs)
244.	Hageraresh Adissa	Salame (Union of Iddirs)
245.	Zenebech Tadesse	Fatnu Derash (Union of Iddirs)

246.	Neganesh Alamu	Ras Agges (Union of Iddirs)
247.	Negameth Alemu	Addis Alem (Union of Iddirs)
248.	Gezahesi Amza	PRO-PRIDE
249.	Berhane Gobena	CRDA Eastern Regions Liaison Office
250.	Biran Mengistu	FGAE
251.	Damit Bekele	Domit Aid for Aged Persons
252.	Tadesse Thergia	Mesereha Maternity Center
253.	Abahoy Kassa	EHRCO
254.	Sisay	ACCORD
255.	Yohannes Shimeli	CARE Intenational
256.	Alemayehu Worka	Tullo Ber Iddir
257.	Mohammed Ademie	Karremille Islamooch Iddir
258.	Fetema Sebele	Mieso Atakolay Iddir
259.	Abdi Yoissuf	Mirna Ifa Barisa Iddir
260.	Getinet Mekonen	Chelennko Afasha Jalela Iddir
261.	Maresau Endeshaw	Chelenko Cennebi Madynalum Iddir
262.	Mekonen Abebe	Kulubi Medhanialem Iddir
263.	Bekele Moges	ECC-SDCOH
264.	Abdi Sali	Kewro Iddir
265.	Moktar Mohammed	Islamic Development Agency
266.	Tajudin Mohammed	Regional Youth Association
267.	Neway Yilma	DDYA
268.	Girma Hailu	Dire Dawa Trust Fund

HARARI

269.	Ramadan Oumar	Regional BOLSA
270.	Hamsa Abuberka	Regional BoJ
271.	Abdul Massiaidruse	Union of Iddirs and Afocha
272.	Hailu Bekele	Union of Iddirs
273.	Haje Ali Keyro	Union of Afocha
274.	Abdumasir Mohammed	Harar Vision-Net Volunteer Professional Association
275.	Mohammad Neil Abdurashid	Ummi Orphans Aid Association
276.	Saro Mohammad	Setina Oisher Muslim Women Association
277.	Tesfy Ahmed	Harari Youth Association
278.	Mura Mohamed	Ankim Anti-AIDS & Youth Association
279.	Mohammed Abdurashid	Zeeuma Waldatech Mugad Orphans Care Center
280.	Abdusalam Jibril	Gemdu Seron Muslim Youth Anti-Aids Association
281.	Muhammed Yusuf	Erar Ibgau Jiyuu Club
282.	Jamal Abdalla	Justice Bemee
283.		CETU Harar Basic Section (Harari Beer Factory)
284.	Nugussein Nagash	Harari Chamber of Commerce and Sectoral Associations
285.	Zuber Hassan	Harar Limay Sari Afocha
286.	Jami Ahmed	Islah Afocha
287.	Mohammed Kamadani	Sfi Shoa
288.	Haller Gegeye	Showa Ber Iddir
289.	Sisay Malunen	Kebele 17 Kutab Iddir
290.	Mekuria Lemag	Kebele 16 Wark Iddir
291.	Shemetis Kebede	Kebele 10 Selase Iddir
292.	Limenih Nihne	SOS Children
293.	Jemal Ahmed	IIRO
294.	Stefanosi Winiarcani	MFM
295.	Emil Mohammed	Selam Professional Association for the People
296.	Ahmed Abdosh	Samti Association
297.	Zekeria Abubeker	Consumers Association
298.	Abdul Fetah Mohammed	Amateur Journalists Club

299.	Dr. Abdul Rahma Ahmed	HIV-Secretariat
300.	Daniel Seifu	PANE
301.	Milion Getachew	Kaye
302.	Gobebu Kebede	FSCE
303.	Hashim Salih Ali	Harar Abadir
304.	Amare Demissie	CISP

ADDIS ABABA AND FEDERAL LEVEL

305.	Jihad Keno	EIFD Ethiopian Interfaith Forum for Dialogue & Action
306.	Tigest Alemu	CoRHA Consortium of Reproductive Health Associations
307.	Asmare Ayele Reta	CARE Ethiopia
308.	Asfaw Mekuria	DPPA
309.	Tessema Bekele	Emmanuel Development Association
310.	Teferi Asfaw	Addis Ababa Chamber of Commerce
311.	Abeje Tefera	PANE
312.	Tilahun Giday	Pathfinder
313.	Leulseged Asfaw	CRDA
314.	Kebour Ghenna	Initiative Africa
315.	Asnake Demissie	CETU
316.	Susanne Kirk Christensen	Save the Children Denmark
317.	Derese Kassu	EOC-DICCAC
318.	Joachim Neugebauer	EED
319.	Ashenafi Negash	EPHA
320.	Naomi Shiferaw	SCAC- French Embassy
321.	Yohannes Beshah	Ethiopian Employers Federation
322.	Yosief Tesfay Gebru	Ethiopian Chamber of Commerce
323.	Brian Gilchrest	USAID Ethiopia
324.	Yetbarak Yohannes	NEWA
325.	Adey Befekadu	SIDA
326.	Degafe Feleke	ProPride
327.	Tegabe Asrese	NEP + AELWHA
328.	Kamal Hassan	Action Aid Ethiopia
329.	Birhanu Aberra	TESFA
330.	Dina M.Esposito	PACT Ethiopia
331.	Fekady Terefe	UNDP
332.		DAG
333.	Haji Teshale Kero Barkea	The Ethiopic Islamic Affair Supreme Council
334.	Mahdere Paulos	EWLA
335.	Bizuwork Ketete	Irish Aid
336.	Janell Plummer	The World Bank
337.	Ken Ohashi	The World Bank
338.	Fekadu Terefe	UNDP
339.	Makda Getachew	PACT Ethiopia
340.	Bereked Simon	Prime Minister's Office
341.	Michael Chebud	FORTUNE
342.	Teguest Yilma	CAPITAL
343.	Amare Aregawi	REPORTER
344.	Eyasu Ymer	TIRAT – Transparency International Ethiopia
345.		Cotonou Task Force

346.	Timnit Abraha	Initiative Africa
347.	Dr. Wolday Amaha	AEMFI Association of Ethiopian Micro Finance Institutions
348.	Tezera Getahun	PFE Pastoralist Forum Ethiopia
349.	Dr. Daniel Ketassa	EEC/SADCO
350.	Sahleselassie Abebe	CVEA Civic and Voter Education Association
351.	Bizuwork Ketete	Irish Aid
352.	Tadele Derseh	VECOD
353.	Dr. Nejmuddin Kedir Bilal	Ministry of Health
354.	Yohannes Benti	ETA Ethiopian Teachers Association
355.	Taricku G/Michael	CAPDE
356.	Dr. Abeba	EMA
357.	Mandefro Tegegn	MDF
358.	Adeye Befekadu	SIDA
359.	Melaku Jermaneh Asfaw	Ministry of Capacity Building
360.	Moges Tekelemikal	EHDP
361.	Derbew Temesgen	Ethiopian Bar Association
362.	Meseret Tadesse	FSCE
363.	Solomon Retta	Ethiopian Consultants Association
364.	Kiros Jaramie	Association of Ethiopian Insurers
365.	Zeleke Alabachew	Ethiopian Nurses Midwives Association

ANNEX II - METHODOLOGICAL TOOLS FOR THE STUDY

Checklists for interviews
Disaster prevention & Preparedness Commission (DPPC)

Particulars of the key informant

Name _____

Position _____

Question Guideline

1) How many local and international NSA are registered under the DPPC, which are the areas of their engagement and size of constituencies/population they serve?

2) What role do NSA have and to what extent did they contribute to the objectives of disaster prevention, preparedness and the mitigation of disaster related risk & vulnerability?

3) How much did NSA contribute (qualitatively/quantitatively) to achieving the PASDEP pillar strategies in the areas of disaster prevention and preparedness?

4) What enabling factors exist and to what extent is the environment enabling for NSA engaged to contribute to the achievement of DPPC objectives of reducing disaster related risk, vulnerability and food insecurity?

5) Did the DPPC initiate deliberations intended to improve the legal framework (like endorsing/ratification of the draft CSO/NGO legislation) for NSA engagement in disaster prevention and the mitigation of disaster related risk and vulnerability?

6) What are the challenges that NSA face and also the existing opportunities to improve their engagement in activities that reduce disaster related risk and vulnerability?

NSA Mapping Study
Ministry of Finance & Economic Development (MoFED)

Particulars of the key informant

Name _____

Position _____

Question Guideline

7) What important roles do NSA play as partners and stakeholders in the national development, in policy dialogue and to what extent did they involve in PASDEP consultation process and the implementation of the policy/strategy

8) Have NSA had the opportunity to participate in M&E and also the Annual Progress Review of PADEP and at what level? If not, why?

9) How did NSA perform and to what extent did they contribute to achieving the national development objectives and in particular their contribution to:
   a. the overall national development objectives during the SDPRP I & II
   b. achievement of PASDEP pillar strategies in
      i. Agriculture and rural development
      ii. Education
      iii. Health

iv. Water supply & sanitation
  v. Employment generation
  vi. Improving service delivery

10) Do you believe that NSA played a significant role and had vital contribution to the achievement of the overall development objectives and that of PASDEP?

11) What enabling factors exist and to what extent is the environment enabling for NSA to participate actively and contribute to national development objectives?

12) On the basis of the quantitative and qualitative indicators for M&E and also from the Annual Progress Review of PADEP that your Ministry coordinates, what is the NSA contribution to annual GDP growth and specifically to the growth of education, health coverage, water supply, etc?

13) Taking into account the total PASDEP program cost estimated, what is the cost share of NSA including the development activities and delivery of services they undertake in the entire country?

14) What are the challenges that NSA face and also the existing opportunities to improve NSA engagement and contribution to national development endeavours?

NSA Mapping Study
Ministry of Capacity Building (MoCB)

Particulars of the key informant
Name _____
Position _____

Question Guideline
15) Given the policy of decentralization and devolution of power to woreda and grassroots levels, what important roles do NSA play in the building of community capacity and in strengthening community – based organisations?

16) Which are the major capacity building activities that NSA carry out and to what extent did they participate and contribute to the process of decentralization and capacity building programmes of the Ministry?

17) What enabling factors exist and to what extent is the environment enabling for NSA to participate actively and contribute to engage in community organisation and capacity building programmes?

18) Does the MoCB provide capacity building support for NSA? If so, what types of capacity building support and which NSA benefit from the capacity building programme?

19) How do you assess NSA capacity to engage in policy dialogue, participate in the advocacy to promote good governance and democratization and are there capacity building supports that the MoCB would provide in the areas of policy dialogue, advocacy and civic education?

20) What are the capacity problems of NSA, the challenges that they face and also the existing opportunities to improve NSA capacity to engage and contribute to national development endeavours?

NSA Mapping Study
The Prime Minister's Office

Particulars of the key informant

Name _____

Position _____

Question Guideline

21) What is the policy of the GoE's towards the NSA and their role as partners and stakeholders in the country's development and democratization process?

22) Does the GoE encourage and support NSA engagement in policy dialogue with the government, among themselves and with their constituencies?

23) Taking into account the important role that NSA would play in development and democratization process; what are the prospects for the adoption of improved NSA legislation (like the draft CSO/NGO legislation tabled for deliberation at Parliament) and other measures that would create enabling environment for NSA?

24) From the GoE point of view, what are the challenges that NSA face and also the potentials and opportunities for NSA to improve their engagement and also contribution to national development endeavour?

NSA Mapping Study
Guideline for Federal level NSA key informant interview

Particulars of the informant

Name _____ Address _____

Occupation _____ Position _____

Question Guideline

1. What are the major programs/project activities the NSA, its coverage (regions, woreda, and number of kebeles) and beneficiaries/constituencies reached

2. Assessment of NSA role and contribution to achieving the national, regional and/or woreda development: **Probe for** quantitative and/or qualitative measure of:
    a. outcomes/output, impacts and changes brought about as a result of the development and/or service provision activities of the NSA

    b. contribution to PASDEP objectives (Pillar strategy) and to what extent the contribution is acknowledged by the government

3. In which of the network/consortia/forum of NSA the organisation is a member and what is the extent of engagement in collective activities such as:
    a. Engagement in policy dialogue with the government, among NSA and with the constituency
    b. Involvement in advocacy for good governance, human rights, democracy and in the provision of civic and political education for its constituencies

4. What enabling factors exist and to what extent is the environment enabling for the organisation (NSA) to engage in development/service provision and also engage in policy dialogue to contribute to national development?

5. Does the organisation have the capacity and/or face problems of capacity needed for its development activities/the provision of services and also for engagement in policy dialogue and contribute to national development endeavours?

6. What are the major weaknesses, challenges and opportunities for the organisation to undertake its development activities and also to engage in policy dialogue?

NSA Mapping Study
Guideline for interviews of key informant from donors

Particulars of the informant
Name _____ Organisation _____
Position _____

Question Guideline:

1. What is your observation regarding NSA roles and also assessment of its contribution to the achievements of the national development objectives?

2. Do you think the NSA engage effectively in policy dialogue and the advocacy for good governance that will have positive impact on the democratization process and pro-poor development?

3. In your view/opinion, what enabling factors do exist and to what extent enabling is the environment for NSA to engage in development, advocacy work and policy dialogues that will contribute to national development endeavours?

4. What are the existing weaknesses, challenges and opportunities for the NSA to engage in development/service provision activities and in policy dialogue?

5. In view of the existing weaknesses of NSA and the challenges they face, what should be the priority agenda/strategy for donor engagement to improve NSA contribution to the development objectives and the process of democratization in Ethiopia?

NSA Mapping Study
Guideline for NSA Focus Group Discussion (FGD)
I.   List Participants' names and organisations
II.   Facilitate discussion using the following issues

1. Measurable contribution of NSA to the national, regional and/or woreda development:
    a. Measurable change, outcome/output and impacts resulting
    b. Contribution to PASDEP objectives (Pillar strategy)

2. NSA operational environment at national, Regional and Woreda levels

- Important factors enabling/disabling NSA participation in development, service provision and engagement in policy dialogue
- NSA and government relationship, interaction with local government and sector office experts
- Experience in cooperation and constructive engagement with government

3. NSA network/consortia/forum and extent of engagement in collective activities;
    c. Exchange of experience on development and service provision
    d. Improve effectiveness and image building for collective engagement
    e. Engagement in policy dialogue with the government, among NSA and with the constituency

4. Major weaknesses, challenges and opportunities for NSA participation in development, services provision activities and also to engage in policy dialogue?

NSA Mapping Study

Structured Questionnaire

1. Particulars of the NSA

1.1. Name of the organisation_____

1.2. Location: Region _____ Zone _____ Woreda _____

1.3. Typology of NSA (check the appropriate box)

1. INGO[73]	6. Net./Apex	10. Civic Association
2. ____NGO	7. BEIG	11. Other (specify)
3. CBO	8. MBA	12. Other Specify 1
4. FBO	9. Cooperatives	
5. PA	10. RDA	

1.4. Level of registration (check the appropriate box)

1) Federal   ☐   2) Regional ☐   3) Other (specify) _____

1.5. Brief description of the goals and objectives of the NSA

_____

_____

_____

1.6. Major sources for financing the development and/or service provision activities carried out by the NSA?

Source of funding	% of total funding
1. Members' contribution	
2. External Fundraising	
3. National NGOs	
4. International NGOs	
5. Bilateral Donors	
6. Embassies	
7. For profit activities	
8. Other sources	
_____	% _____

1.7. Total annual budget of the NSA in Birr _____

1.8. Staff level of education

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[73] INGO International NGO,BEIG Business and Economic Interest Group, CBO Community-Based organisation, MBA Mass-Based Associations, FBO Faith-Based Organisation, PA Professional Association, RDA Regional Development Association

Below 1ˢᵗ degree   1ˢᵗ Degree   2ⁿᵈ Degree   Masters Degree and
                                                                                        above

2. NSA engagement and contribution to development

2.1. What are the programs/projects, sector of activities, geographic coverage and the constituencies and/or beneficiaries of your activity (indicate in the table below)

Program or project type	Sector of activities	Geographic area/Coverage		Approximate Total Number of Direct Beneficiaries	
		N° of Regions	N° of Woredas	Org.	Ind.

2.2. Does your Organisation implement its development and/or service provision activities on the basis government development objectives?

    1. Yes ☐   2.No ☐   3.Partially ☐ 4. Not sure ☐

2.3. How do you participate in the local/regional /national coordination of the development processes?

1. In planning you participate and give ideas
2. In planning you contribute to the decision-making
3. You implement program activities related to the development priorities
4. You implement program activities related and linked to the development priorities
5. You are member of joint thematic or sectoral coordination organ with the Government
6. Other (specify)

2.4. **How is the level and trend of cooperation with regional/woreda administration/sector** offices

2.4.1 At woreda level

Level		Trend	
1. Excellent		1. Improving	
2. Satisfactory		2. Stable	

Level		Trend	
3. Partially or not satisfactory		3. Declining	

2.4.2 At Regional level

Level		Trend	
1. Excellent		1. Improving	
2. Satisfactory		2. Stable	
3. Partially or not satisfactory		3. Declining	

2.5. More specifically, the PASDEP envisages the "establishment of participatory mechanisms at the local level and amendment of legal and administrative regulations for CSOs" . Is there any evidence that this statement is being pursued?

1. Yes ☐ 2. Not aware ☐ 3. No ☐

2.6. Do you think that your action is producing:

1. Stable advantages for the beneficiaries or the constituencies
2. Actual Changes for the beneficiaries or the constituencies
3. Good results but at risk to finish in case the intervention will be suspended or terminated
4. We are not able to evaluate whether the outcomes are durable

3. Operational Environment

3.1. Do you believe that there is an enabling environment for your organisation to participate and contribute to national/regional/woreda development objectives?

Highly enabling	Sufficiently enabling	Slightly disabling	Highly disabling

3.2. It is widely said that after the May 2005 National Elections the enabling environment for CSO participation is constrained. Do you agree with this statement?

Strongly agree	Agree	Disagree	Strongly disagree

3.3. How do you rate the enabling environment with respect to the following elements?

Factors	Status			Trend		
	S^{74}	V^{75}	NS^{76}	I^{77}	S^{78}	D^{79}
1. Conducive policy & legal framework						
2. Facilitated procedures in registration & renewal of license by the Ministry of Justice						
3. The freedom to undertake activities						
4. The fiscal regulations on NSA						
5. The openness of government at different levels						
6. Good access to information and data						
7. Availability of Human Resources in the market						
8. Genuine and militant volunteerism						

9. Availability and accessibility of support service							
10. People' s and citizen's awareness and mobilization							
11. Cooperation among CSOs							
12. Citizens' support and contribution to CSO activities							
13. Citizens financial contribution to CSO activities							
14. Donors support to CSO initiatives							
15. Private sector support to CSO initiatives							
1 16. Others (specify)							

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Y

3.4. Do you think your organisation has the technical and financial capacity to undertake the development/service provision activities in which it is engaged?

        1. Yes   2. No

3.5. If No, indicate the major capacity limitations existing in your organisation ?

1. Shortages of technical staff
2. Inadequate financial resources
3. Logistic problems (transport, equipment, etc)
4. Lack of management and leadership capacity
5. Inadequate Organisational structure
6. Inadequate organisation of work

Others (specify)

4.   Participation in network/forum, policy debates and advocacy

4.1. Do you have relationships with other organisation of the same nature?

1. Yes
2. No
3. occasionally

4.2. Is your organisation a member of any of the network or forum of NSA?

        1. Yes ☐   2. No   ☐

4.3. Do you participate in the activity of the network?

1. regularly
2. occasionally
3. rarely
4. never

4.4. Did you have the opportunity to use the network and/or fora to which you belong to engage in dialogue and policy debates?

        1. Yes   ☐   2. No ☐

4.5. If Yes, who were the participants in the policy dialogue and/or debate?

1) among NSA themselves?	Yes ☐	No ☐
2) between the NSA and the government	Yes ☐	No ☐
3) between NSA and their constituencies	Yes ☐	No ☐

4.6. which are the main opportunities and limitations you have experienced in working with network ?

OPPORTUNITIES

_____

LIMITATIONS

_____

_____

_____

5. Advocacy and Policy Engagement.

5.1. Does your organisation provide civic education and undertake advocacy activities to enhance awareness about democracy and good governance?

        1. Yes ☐   2. No ☐

5.2. If No, indicate the reasons
1. It is not the organisation's mission/thematic area
2. It is legally prohibited to engage in these activities
3. Fear of harassment & allegation
4. Lack of capacity for organizing advocacy
5. Weak cooperation among CSOs
6. Lack of material resources

5.3. Do you think there is an enabling environment for your NSA to participate in policy dialogue and advocacy for good governance?

        1. Yes ☐   2. No ☐

5.4. Does your Organisation feel to have the technical capacity to engage in policy dialogue and also for the provision of civic education and advocacy services?

        1. Yes ☐   2. No ☐

5.5. If not, indicate the major capacity limitations existing in your Organisation:

1. Lack of technical knowledge to engage in policy dialogue
2. Inadequate technical HR/backstopping
3. Financial & logistic problems
4. Access to information
5. Other (specify)

5.6.What are your suggestions regarding measures that could be taken in order to improve the capacity of your Organisation to engage in policy dialogue?

1. Capacity building support
2. Improve the NSA legislation to enable engagement in policy dialogue
3. Openness of the government to engage in policy dialogue with NSA
4. Willingness of the government for partnering with NSA
5. Increased donor's involvement and support NSA policy advocacy
6. Other (specify)

5.7.What do you think are the available opportunities for cooperation and engagement in the dialogue with the government at all levels (Federal, regional and woreda) and also among NSA and their constituencies?

1._____

2. _____

3. _____

5.8.If yes, in what practical way has the above situation affected the participation of your organisation?

1._____

2. _____

3. _____

6. Internal Governance

Internal Regulations
6.1 Boards, council, governing bodies
1. Elected periodically
2. Elected but not renewed
3. Non Elected

6.2 Last election of Chair Person
1. Less than 1 year
2. 1 year
3. 1-5 years
4. More than five years
5. Never Elected

6.3 Assemblies

1. regularly called
2. irregularly called
3. called according to specific issues
4. rarely called

When was the last General Assembly of your Organisation held?

1. Less than 1 year
2. 1 year
3. 1-5 years
4. More than five years
5. Never Elected
6. does not apply

7. Accountability and Participation

7.1 Meetings with the constituencies are called:
1. Often (at least twice a year)
2. Annually
3. Occasionally for specific problems

7.2 Last public meeting

1. Less than 1 year
2. 1 year
3. 1-5 years
4. More than five years

7.3 Background of Board Members

Other NSA
From Government employment
From professional self-employment
Other (specify)

7.4 What are the strengths and weaknesses of the relationship between the Board and the staff?

STRENGHTS

1.._____

2. _____

3. _____

WEAKNESSES

1._____

2. _____

3. _____

8. Cooperation with the Government

8.1 Do you cooperate on operational issues with the Government?

Administrative Level	Level of cooperation				Level of satisfaction			
	Regular	Occasional	Rare	Never	High	Medium	Low	Very low
At Woreda level								
At Regional Level								
At Federal Level								

8.2 Do you cooperate in sectoral planning with the Government ?

Administrative Level	Level of cooperation				Level of satisfaction			
	Regular	Occasional	Rare	Never	High	Medium	Low	Very low
At Woreda level								
At Regional Level								
At Federal Level								

8,3 Do you participate in the discussion of sector policies with the Government ?

Administrative Level	Level of cooperation				Level of satisfaction			
	Regular	Occasional	Rare	Never	High	Medium	Low	Very low
At Woreda level								
At Regional Level								
At Federal Level								

8.4 To your judgment what are the major difficulties faced by CSOs in their attempt to engage in policy dialogue and contribute to development objectives at different levels ?

1. _____ _____
2. _____
3. _____

8.5 What is your opinion regarding opportunities available in order to enhance NSA engagement in policy dialogue and also their contribution to development goals at the levels of your operation ?

1. _____ _____
2. _____
3. _____

8.6. Which are the major challenges and opportunities arising from the ongoing woreda decentralization process ?

OPPORTUNITIES	CHALLENGES

ANNEX III - TERMS OF REFERENCE FOR THE STUDY

EUROPEAN COMMISSION CIVIL SOCIETY FUND in ETHIOPIA

P.O Box 3169 (Code 1250), Addis Ababa, Ethiopia

Tel: +251-11 618 75 30/31   Fax: +251-11 661 55 29   E-mail: taucsf@ethionet.et

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Updated mapping Study of NSA sector in Ethiopia
Terms of Reference for a study providing an update of the 2004 NSA Mapping Study and Assessment of the contribution of Ethiopian NSA to national development objectives.

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1.   Background

Non-State Actors (NSA) are increasingly becoming key actors in development. Complementing efforts of the Government, NSA contribute to dialogue on development issues, agenda-setting as well as delivery of services. Many stakeholders, donor as well as partner countries alike, are increasingly acknowledging the importance of NSA for development. The Cotonou agreement between ACP Countries and the EU, for example, underlines the importance of NSA and calls for increased support for and involvement of the latter.[80] The cooperation between the EU and the Government of Ethiopia in the framework of the 9th European Development Fund (EDF) accordingly includes a "Civil Society Fund – Support to Non-State Actors" to increase their capacity to deliver services and engage in dialogue with the Government and amongst themselves. Other donors are currently in the process of designing similar initiatives. Substantial funding is channelled through NSA by institutional donors as well as NSA contributing funding from their own resources. The scale of this involvement as well as the coverage of NSA both geographically as well as thematically warrant an update of the 2004 NSA Mapping Study as well as an analysis of how NSA contribute to national development objectives in Ethiopia.

1.1. The NSA Mapping Study and the Civil Society Fund

A mapping study commissioned in 2004 by the European Commission Delegation in Ethiopia in collaboration with the Ministry of Capacity Building relating to Ethiopian NSA provided a bird's eye view of the actors, context and issues in the NSA[81] sector, mapped key groups of registered NSA and gathered information about NSA working in specific areas of governance, namely: conflict resolution and prevention, women's empowerment, human rights, democracy as well as those NSA that use lobbying and advocacy to further their aims. The findings of the Mapping Study informed the first stages of the implementation of the Civil Society Fund was established as a joint initiative of the European Commission and the Ethiopian Government (GoE) to be implemented through a Financing Agreement under the 9th European Development Fund (EDF). The Civil Society Fund has been implemented since 2006 and operates through Technical Assistance provision and grant funding (to NSA) in Ethiopia. The programme is managed by the European Commission; its strategic orientation is guided by a tripartite Steering Committee comprised of NSA and the Ethiopian Government with the participation of the European Commission. The NSA reference group is the Cotonou Task Force (CTF) which is involved in the tripartite dialogue with the Government and the EC. Following a mid term review of the CSF, funding for a second phase of the CSF was requested by the Government and a Financing Proposal was prepared and submitted to the European Commission HQ in April 2007. The Second Phase of the CSF is expected to start in January 2008 and provide 5,65 Mio EUR over a period of 3-4 years.

1.2. Other CS related Development Programmes

Other development partners have also been engaging with civil society organisations (CSOs) to achieve a range of objectives, which has traditionally been through service delivery in support and

protection of livelihoods of disadvantaged people, community social infrastructure development and humanitarian relief. More recently, development cooperation has included modalities addressing CSOs' interventions to promote good governance within the national development and democratisation frameworks. Donor support programmes in this area have been implemented for the last decade on a bilateral basis through a multitude of support modalities focusing on initiatives in areas of women rights, children's rights, conflict prevention and, to a limited extent, democratisation.

The World Bank led multi-donor "Programme for Protection of Basic Services" (PBS) being implemented since 2006 includes a "Component 4, which aims to strengthen citizens' and civil society organisations' use of social accountability methods so they can work with public service providers towards improved effectiveness, efficiency, responsiveness and accountability in the delivery of basic services such as education, health, water and sanitation, and agriculture. A multi-donor consortium is currently in the process of preparing implementation of the "Civil Society Support Programme - CSSP"[82], the objectives of which are complementary to those of the CSF. With an anticipated volume of funding of up to 5 Mio Eur/year, the Programme is expected to become operational in 2008. The trend shows that other donors may also increase their involvement in CS support at both bi- and multi-lateral (e.g. the Nordic plus Group) levels in the coming years.

A number of studies have been undertaken since 2005 in the context of the abovementioned programmes design and have identified expressed needs of civil society organisations to broaden their initiatives by including engagement in dialogue with donors as well as Government at different levels. One such key study is the 'Review of Donor Engagement with Civil Society in Ethiopia' commissioned in 2005 by UNDP on behalf of the "Donor Advisory Group - DAG", which assessed the perspectives of civil society, government and donor organisations on their interests and suggestions for approaches and modalities for engagement. Nevertheless, comprehensive information about the type and number of NSA operating in Ethiopia, as well as about their thematic and geographical coverage and level of overall contribution is currently not available.

1.3. History and experiences of CSOs involvement and contribution

The political transformation since the change of government in 1991 has brought with it a process of opening up that contrasted government monopolisation of political space under previous regimes. A feature of the pre-1991 period was marginalisation of NSA and denial of participation in discussions/consultations within policy processes. Since 1991, Ethiopia has witnessed an increased number and diversity of NSA. While government generally recognised NSA's role in development, the Poverty Reduction Strategy Paper (PRSP) consultation process represented a first key experience in terms of their actual involvement in policy processes at national level. NSA consultations by government did continue during the development of the subsequent versions of the PRSP (SDPRP I & II, now PASDEP), where CSOs involvement in the Annual Progress Review has also been foreseen. Over the past years, CSO's have been involved to a certain extent. The Governance Matrix in the PASDEP now provides space for ongoing consultations and involvement of CSOs in various interventions, although their roles seem to be limited to participation in so-called 'inspection' (monitoring?) teams. In the context of donor co-operation programmes', the EC's experience in undertaking consultations for the design and implementation review (such as EC-Country Strategy Paper Review; Joint Annual Review of progress) with wider civil society groups through the Cotonou Task Force could be noted as an example for substantial CSO engagement with donors.

The involvement of CSOs in activities related to the 2005 parliamentary election through voters' education and facilitation of debates between different political parties has contributed to the

increased awareness of political rights among and participation in voting by citizens. Since the initial advocacy work by CSOs to prepare and submit an alternative CSO Proclamation as a response to government's revision of legislation for NGO registration, the draft NGO legislation has been under discussion for more than the last three years. It was indicated at the parliament opening for the 1999 Ethiopian calendar year (2006/7), that the draft legislation has been tabled for deliberation at Parliament level. One of the specific objectives of the study is to analyse the overall framework in which NSA operate and if this is conducive to increased interaction and dialogue and effective contribution of NSA towards national development objectives. It should also be assessed in which way NSA contributed to the development of the draft legislative framework.

Apart from a bird's eye view of the civil society sector provided by the studies mentioned above and others undertaken by a few other organisations, e.g. CRDA, DPPC, there is still a lack of systematically compiled data comprehensively showing CSOs' engagement in different sectors and their contributions within the national development framework as provided in the SDPRP until 2005/6 and PASDEP since 2006/7. The scale of the involvement as well as the coverage of NSA both geographically and thematically warrant an updated mapping exercise as well as an analysis of how NSA are contributing to national development objectives.

Owing to the very dynamic nature of the NSA sector, although it has been very useful in informing Phase I of the CSF, the 2004 Mapping Study is already slightly outdated and warrants an update and as well as more analysis with a view to setting the study against the background of the PASDEP and to analyse NSA contributions towards the latter. With Phase I of the CSF more than half the way in its implementation and Phase II expected to start in 2008, as well as the CSSP and potentially other substantial CS support programmes to start in 2008, the proposed study will also present timely information and analysis to inform programme design and implementation of these and other CS support programmes as well as to inform drafting of future support strategies and approaches. It will also provide valuable information for upcoming review exercises, such as the Joint Annual Review (JAR) of EC-Government of Ethiopia co-operation and the Annual Progress Review of the PASDEP.

2.   Description of the Assignment

2.1   Global Objective

The Global Objective of this contract is to contribute to the achievement of the national development objectives and strategies as outlined in the PASDEP (previously SDPRP) by understanding further the roles and contributions of NSA in Ethiopia.

By assessing the coverage, engagement and capacity of NSA in Ethiopia and suggesting and highlighting challenges and opportunities, the study would directly contribute to the project purpose of the CSF programme, namely to increase and improve NSAs dialogue with their constituency, with the Ethiopian Government and amongst themselves, and also to increase NSAs' capacity to play their role in the national development process.

2.2   Specific Objective

The specific objectives of the study are:
- To update the 2004 NSA Mapping Study by providing information on how many, what kind and where, geographically and thematically, NSA are currently working in Ethiopia.
- To complement the 2004 NSA Mapping Study and other relevant studies, notably by updating the 2004 NSA Mapping Study and complementing the analysis on how NSA

organise themselves in networks and coordination fora and how this benefits their contribution to development objectives.

- To assess and present qualitative and quantitative information on the contribution of NSA to the national development and democratisation processes, particularly within the framework provided by the PASDEP, but also historically before the adoption of the latter, to illustrate trends
- To highlight the challenges and opportunities that exist relating to NSA contribution to the national development process and propose solutions
- To assess the capacity of NSA to contribute to national development objectives, report developments, if any, in NSA capacity and highlight what capacity development requirements still exist.
- To identify needs of NSA, especially in relation to capacity-building, with a view to improving their contribution to the development process and reinforcing their engagement and to propose strategies for such capacity-building that could inform future programme design
- To assess the status and quality of dialogue and co-operation between the GoE and NSA towards the achievement of national development objectives and propose measures to improve dialogue and co-operation, if applicable
- To review how NSA have been involved in policy development and monitoring and assess if the implementation of the CSF has so far had a measurable impact on such involvement

2.3   Requested services

The requested services are the provision of a total of 169 work days (for the three experts, for a breakdown, see below), over a period of 100 calendar days, of services to perform the study and produce the requested outputs (see below). The services are to be performed by a team of experts that should be made up of a Team Leader (Category I) and 2 supporting experts (Category III). The Team Leader will be required for a maximum of 61 work days; including a maximum of two days travel to/from Ethiopia, if applicable, 54 days of work in Ethiopia and 5 work days for completion of the report (at his/her location of origin, as necessary). S/he will supervise the study and be responsible for completion of the final report. The two supporting experts will be required for 54 days, respectively, in Ethiopia. Under the direction of the Team Leader, they will concentrate on their own areas of expertise, providing data gathering, analysis, conclusions and recommendations for the study report.

In order to achieve the specific objectives a team of experts is required to undertake the following in a three phased approach:

Phase I
- Undertake research into the profile and distribution of CSOs in Ethiopia, including their mandates, programme/project activities and geographic locations, and quantify their contributions to the national development endeavours within the framework of SDPRP/PASDEP (using DPPA, Ministry of Justice – MOJ - and other sectoral bureaus', and NSA information as a primary source). While much of the research will be desk-based, the team is expected in phase I to fully access and utilise information and knowledge available with different stakeholders in Addis Ababa, such as Ministries and other GoE offices, donors as well as NSA (networks) and other key informants. In terms of literature review, the research will include analysis of existing key documents, including, but not limited to the:
  o 2004 NSA Mapping Study

- o 'Review of Donor Engagement with Civil Society in Ethiopia' commissioned in 2005 by UNDP on behalf of the "Donor Assistance Group" – DAG
  - o Other sector related studies
  - o EC documents including those related to the CSF, such as Financing Agreement, CSF TAU Reports
  - o CSSP, PBS, SIDA CS support and other donor programme documents, insofar as they are available to the consultants. The study must provide an overview of all relevant donor funded programmes in the sector.
  - o Government documents including, but not limited to, SDPRP and PASDEP documents
  - o Documentation relating to the NSA legislation insofar as available to the consultants
- Production of a detailed work plan, including research design, schedule of activities, detailed work plan and presentation of the report to EC Delegation for input and approval within 5 work days of mobilisation of the Team Leader.
- Production of a report on desk research within 15 work days after mobilisation of the Team Leader and presentation of its findings to the EC Delegation for input and approval.

Phase II
- Complement the information collected in phase I through primary research by also ensuring inclusion of organisations that do not work via the DPPA, MOJ and/or other sectoral bureaus. While the team is required to present its own proposal for a research design and schedule within 5 work days of the team leader's mobilisation, the research methodology is expected to include the following:
  - o Extract data and provide information by sector, region, by organisation type (INGO, local NGO, association, iddir) etc.
  - o Conducting field visits to a representative sample of NGO offices and projects.
  - o Collect information via semi-structured interviews with stakeholders[83] to gather perspectives and view of stakeholders in the CSO, government and donor community, and highlight major achievements, gaps, challenges and opportunities for CSO involvement within and contributions to the national development and democratisation processes.
  - o Collect information and verify/falsify preliminary analysis using focus group discussions with different groups of stakeholders
  - o Present, using case-studies, some best-practice examples of CSO development interventions and cooperation among CSOs and between CSOs and government that have seen a tangible outcome relating to the SDPRP/PASDEP process.
  - o Hold regional meetings with key stakeholders at which the experts will present preliminary findings of their study and receive feedback
- Production of a draft report within 40 work days after mobilisation of the team leader, based on desk research, interviews, facilitated dialogue sessions and submission to EC Delegation for input and approval. EC Delegation will, if applicable, facilitate the convening of some de-briefing sessions, including one with the Cotonou Task Force.
- Following input provision and approval of the draft report, hold one validation meeting at national level to key stakeholders that include high-level government officials, NSA representatives and members of the donor community.

Phase III:
- No later than three weeks after the end of the (in-country) phases I & II tasks, production of a final report, incorporating the inputs of the validation meeting as well as those of other key stakeholders, including Cotonou Task Force and EC Delegation and submission in electronic form and hard copies to EC Delegation.

2.4. Required outputs

The Team Leader will provide a detailed work plan after 5 work days, outlining the issues to be addressed, research questions, approaches to be taken as well as work plan and schedule. The team will prepare a **report on the desk research** within 15 work days of the mobilisation of the team leader. The team will prepare a **draft report within 40 work days** after mobilisation of the team leader for submission to EC Delegation. Furthermore, the team will prepare a **briefing note within 50 work days** after mobilisation of the team leader to be presented at a national validation workshop of key stakeholders.

The comments of the stakeholders, including Cotonou Task Force and EC Delegation will be incorporated into the **final study report** which is to be submitted to the EC Delegation no later than three weeks after the end of the (in-country) phases I & II assignments in ten hard copies and an electronic copy.

3. Experts Profile
Number of experts per category and number of man-days per expert

One (1) Category I expert and two (2) Category III experts are required for this assignment.
- The Category I expert is required to provide up to 61 man-days within a 100 calendar day period.
- One Category III expert is required to provide up to 54 man-days within an 80 calendar day period.
- One Category III expert is required to provide up to 54 man-days within an 80 calendar day period.

The experts must be nationals of an ACP or EU state (contributing to the 9th EDF). A gender balanced team made up of both EU as well as ACP nationals would be preferable.

Profiles required

The team is expected to provide a comprehensive study, collecting and analysing vast amounts of quantitative and qualitative data, liaising with a heterogeneous group of stakeholders and providing high quality analysis of rather complex issues. It is expected that the team would consist of professionals whose experience and expertise is commensurate with these demands.

The collective competencies required, made up between the Team Leader and other experts must include expertise in:

- Demonstrated experience at leading complex studies including research design and familiarity with a broad range of quantitative and qualitative data collection and analysis methods
- Familiarity with PRSPs and their monitoring frameworks
- Experience in working with civil society actors/NSA
- In-depth knowledge of the Ethiopian NSA landscape and overall national socio-economic, political, legal, cultural and institutional contexts.
- Demonstrated facilitation skills to systematically and effectively communicate with diverse stakeholders and experience in managing large group discussions/stakeholders' meetings.

- Demonstrated experience at primary and secondary data collection, semi-structured interviews, focused-group discussions, analysis and report writing.
- Experience in statistical analysis
- Demonstrated skill in application of computer-based word processing and data analysis software.
- High-level spoken and written English.

In addition to the collective expertise mentioned above, the following qualifications are expected from the consultants:

Team Leader (Category I expert)
- Should preferably have a Master's degree or equivalent in economics, social sciences, development studies or a related field.
- At least fifteen years of relevant professional experience.
- Adequate team leadership experience and report preparation for similar contracts
- Previous experience in Ethiopia would be a distinct advantage.

Supporting expert (Category III expert)
- Should preferably have a Master's degree or equivalent in statistics, development studies, economics or a related field and research methodologies related to these.
- At least five years of relevant professional experience

Supporting expert (Category III expert)
- Should preferably have a Master's degree or equivalent in the social sciences or a related field and research methodologies related to these.
- At least five years of relevant professional experience in Ethiopia

Working Language

The working language of the assignment shall be English, in which all must have demonstrated high-level skill in speaking and writing. All experts must have excellent report writing, data analysis drafting and presentation skills. In addition, the two Category III experts should each be fluent in at least one indigenous language of Ethiopia.

4. Duration and Location

Starting Period

The start of performance of the assignment will be agreed upon with the EC Delegation. **Indicatively a start date of January 15th, 2008 is envisaged.**

Please find below a tentative timetable for the assignment. The team's schedule is subject to approval by the Contracting Authority.

	Work week 1	Work weeks 2 and 3	Work weeks 4 to 7	Work weeks 8 to 10	Work week 11	Work week 12 (team leader only)
Mobilisation and production of detailed work plan, research						

design and schedule						
Desk and Addis Ababa based research and production of report on desk research						
Primary research						
Conduct regional feedback sessions						
Production of draft report						
Incorporation of comments and presentation of findings at national validation meeting						
Incorporation of comments and submission of final report						

Location of the Assignment

The experts will be based in Addis Ababa but extensive regional travel is envisaged and needs to be budgeted for. The team leader shall complete the revision of the final draft in his/her country of origin, for which an allocation of 5 working days has been envisaged.

5. Reporting
The following reports shall be submitted in English language:

- **Inception Report** with detailed work plan, schedule of activities, methodology update to be presented by Team Leader within 5 man-days of mobilisation. The Inception Report will be presented to the EC Delegation for input and approval.
- **Report on the desk research** within 15 work days of the mobilisation of the team leader. This report shall be presented to the EC Delegation for input and approval.
- **Draft report within 40 work days** after mobilisation of the team leader for submission to EC Delegation for input and approval.
- **Briefing note within 50 work days** after mobilisation of the team leader to be presented at a national validation workshop of key stakeholders.
- **Final Report** to be presented to the EC Delegation no later than three weeks after the end of the in-country assignment. The Report shall be provided in electronic format as well as in hard copy (10 copies required).

6. Administrative Information
6.1. Tax and VAT arrangements
In general the contract will be free from taxes and duties in Ethiopia, except for goods and services purchased by the Consultant on the local market, on which taxes and duties have already been levied.

6.2. Fees, per diems and working hours
The assignment is for a total of 169 working days for the team of experts (for a breakdown, see 3.1). The duration of the assignment is defined as the "total engagement including holidays and weekends". Fees will be paid for the working days (on which a service is provided). Working days will normally be Monday to Friday, although, with prior approval of the EC Delegation, weekend days may be used for work, if deemed necessary, such as during field work.

Per diems for international experts will be paid for the duration of the stay in Ethiopia, unless Ethiopia is his/her/their place of residence, and excluding any leave days, at a rate not exceeding the maximum rate applicable at the time of request (see EuropeAid website). Per diems notably cover

accommodation, subsistence and all intra-city travels, regardless of the means of transport used by the expert. For experts who are resident in Ethiopia, the payment of the per diem will be accepted only if justified and accepted ex-ante by the Contracting Authority. In such cases, it will only be paid upon submission of hotel bills and evidence of payment.

Time sheets showing the days worked and the days in country will be submitted to the Delegation with the request for final payment.

The working hours (Article 21 of the General Conditions) are fixed on the basis of local laws and the requirements of the service. Working hours will be 8:30 - 17:30 (normal government hours), but will depend on local activities and demands.

National Travel: Intra-city travel is included in the per diems and they are not eligible once more under reimbursable.

Inter-city travel in Ethiopia will be reimbursed based on presentation of invoices for flights or car hire and fuel as well as proof of payment.

A provision of €15,000 should be included under reimbursables for inter-city travel as well as for the conducting of regional feedback sessions and the national validation workshop.. Should the team hire (a) vehicle(s) for the entire period of the assignment, car hire costs will only be reimbursed for the inter-city part of the travels made during the period of the assignment.

International Travel: International travel, if applicable, to the place of mission and back is considered to start at the closest station/airport to the expert's residence and to end at the airport of destination.

Office supplies, communications, printing and copying of reports under this contract are covered in the fees and may not be recovered again as reimbursables.
Budget provision should be made to cover venue and refreshments for the regional and national validation workshops.

These points are covered on the EuropeAid website dealing with framework contracts including instructions for completing the offer for services:
http://ec.europa.eu/europeaid/work/procedures/framework_contract/beneficiaries/index_en.htm
6.3.   Other administrative information

The team shall report to the EC Delegation Task Manager as a representative of the contracting authority but will liaise on a day-to-day basis with the Technical Assistance Unit of the Civil Society Fund.

The experts are expected to be fully equipped with laptop computers (1 each) and mobile phones (1 each).
Time-sheets, countersigned by the Task Manager, will be provided by the experts and attached to the invoices.

- Short CV of the Team members
- Mission Map
- List of people and organisations contacted

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