European Union Civil Society Fund II (CSF II) and Civil Society Support Programme (CSSP)

Non-State Actors in Ethiopia – Update Mapping

Final Report

by

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Ethiopia
Table of Contents

Acronyms ....................................................................................................................................... 9
Glossary ....................................................................................................................................... 13
Acknowledgement ....................................................................................................................... 15
Disclaimer .................................................................................................................................... 15
Executive Summary .................................................................................................................... 16
Common features among regions .............................................................................................. 22
Recommendations ....................................................................................................................... 22
1. Introduction ............................................................................................................................. 28
   1.1 Background to the study ......................................................................................................... 28
   1.2 Trends in the civil society sector ............................................................................................ 29
   1.3 Objectives of the study ............................................................................................................ 32
   1.4 Research methods ................................................................................................................... 32
   1.5 Organisation of the report ....................................................................................................... 34
2. Regulatory frameworks .......................................................................................................... 36
   2.1 Characteristics of the operational environment for NSAs in Ethiopia ................................... 36
   2.2 Existing regulatory frameworks .............................................................................................. 36
   2.3 Regional laws .......................................................................................................................... 43
   2.4 Impacts of the Charities and Societies Proclamation .............................................................. 44
   2.5 Self-regulatory system ............................................................................................................ 51
   2.6 Advocacy efforts for enabling environment ........................................................................... 52
   2.7 Amendment of the 70:30 Directive ......................................................................................... 53
3. The Role and Profile of Donors ............................................................................................. 55
   3.1 Donor engagement with CSOs. ............................................................................................... 55
   3.2 The profile of selected donors ................................................................................................. 58
4. NSA Typologies and Distributions ........................................................................................ 67
   4.1 Number of NSAs in Ethiopia .................................................................................................. 67
   4.2 NSA typology .......................................................................................................................... 70
   4.3 Reflections on selected NSAs ................................................................................................. 72
   4.4 Geographic distribution of NSAs ............................................................................................ 75
   4.5 Sectoral/thematic distribution of CSO projects ...................................................................... 77
5. Contributions to Development and Democracy ................................................................... 80
   5.1 Contribution to the country’s development ........................................................................... 80
   5.2 Democratisation, human rights and good governance ............................................................ 81
   5.3 Domestic resource mobilisation .............................................................................................. 81
   5.4 Foreign fund mobilisation ....................................................................................................... 83
   5.5 Reaching the hard-to-reach .................................................................................................... 83
   5.6 Emerging trends ...................................................................................................................... 85
6. Relationships and collaborations ........................................................................................... 86
   6.1 Partnership with the government ........................................................................................... 86
6.2 GO-NGO forums .................................................................................................................... 87
6.3 NSA Self-Organisation: State of apex, network and consortia structures ......................... 87
6.4 Limitations and challenges with networking ........................................................................ 88
7. Innovative approaches ............................................................................................................ 90
7.1 Value-chain commodity .......................................................................................................... 90
7.2 Community-government-Diaspora partnership to build school ......................................... 90
7.3 Environmental protection and social inclusion ....................................................................... 91
7.4 Mobile education .................................................................................................................... 91
7.5 Domestic adoption .................................................................................................................. 91
7.6 Community empowerment ...................................................................................................... 92
7.7 Cleaning fluoride pollution ..................................................................................................... 92
7.8 Heritage management ............................................................................................................. 93
7.9 Local resource mobilisation ................................................................................................... 93
7.10 ‘Human ambulance’ .............................................................................................................. 93
7.11 Comprehensive support ....................................................................................................... 93
7.12 Fighting HTP through empowerment and community conversation .................................. 94
7.13 Efficient Budget Utilization: A merit of collaboration and coordination ............................. 94
8. Challenges and limitations ..................................................................................................... 95
8.1 Regulatory challenges ............................................................................................................. 95
8.2 Challenges related to government-NSA relations .................................................................. 96
8.3 Challenges related to resource mobilisation ......................................................................... 97
8.4 Concentration of CSOs in accessible areas .......................................................................... 98
8.5 Lack of cooperation among CSOs and weakness of consortia ............................................. 99
8.6 Challenges of other NSAs ..................................................................................................... 99
9. Addis Ababa City Government ........................................................................................... 100
9.1 Overview of the city .............................................................................................................. 100
9.2 Profile and distribution of NSA typologies ......................................................................... 100
9.3 Geographical distribution .................................................................................................... 103
9.4 Contribution to the MDG and GTP ..................................................................................... 103
9.5 Partnership ............................................................................................................................ 104
9.6 Limitations and challenges ................................................................................................... 105
10. Afar Region .......................................................................................................................... 107
10.1 Introduction ......................................................................................................................... 107
10.2 NSA Number, typology, thematic areas and geographic distribution ............................... 108
10.3 Reflections on selected NSAs ............................................................................................ 109
10.4 Non-charity NSAs ............................................................................................................... 111
10.5 Geographic distribution of NSA ....................................................................................... 113
10.6 Thematic areas of intervention .......................................................................................... 113
10.7 Contribution of NSA ......................................................................................................... 114
10.8 Collaboration ....................................................................................................................... 115
10.9 Resource mobilisation and trends in funding ........................................................................ 117
10.10 Focus on hard-to-reach ..................................................................................................... 117
10.11 Challenges ......................................................................................................................... 117

11. Amhara Region ................................................................................................................... 120
  11.1 Overview of the region ....................................................................................................... 120
  11.2 Profile and distribution of NSA typologies ...................................................................... 121
  11.3 Charities and societies: numbers and categories ............................................................ 121
  11.4 Geographical distribution of NSAs and projects .............................................................. 126
  11.5 Thematic areas .................................................................................................................... 128
  11.6 Contribution to the MDG and GTP .................................................................................. 129
  11.7 Hard-to-reach ...................................................................................................................... 131
  11.8 Funding situation ................................................................................................................ 131
  11.9 Partnership with government ........................................................................................... 132
  11.10 Limitations and challenges ............................................................................................. 133

12. Benishangul-Gumuz Region .............................................................................................. 136
  12.1 Overview of the region ....................................................................................................... 136
  12.2 Profile and distribution of NSA typologies ...................................................................... 136
  12.3 Geographical distribution of NSAs and projects .............................................................. 140
  12.4 Contribution to the MDG and GTP .................................................................................. 140
  12.5 Hard-to-reach ...................................................................................................................... 142
  12.6 Partnership .......................................................................................................................... 142
  12.7 Limitations and challenges ............................................................................................. 143

13. Dire Dawa City Government ............................................................................................. 145
  13.1 Introduction ......................................................................................................................... 145
  13.2 NSA Number, typology, thematic areas and geographic distribution ............................. 146
  13.3 Contribution of NSA ......................................................................................................... 152
  13.4 Collaboration ....................................................................................................................... 153
  13.5 Resource mobilisation and trends in funding .................................................................... 155
  13.6 Reaching hard-to-reach .................................................................................................... 155
  13.7 Challenges and shortcomings .......................................................................................... 156

14. Gambella Region ................................................................................................................. 159
  14.1 Introduction: Brief description of the Gambella region ..................................................... 159
  14.2 NSA numbers and typologies ........................................................................................... 160
  14.3 Geographic and thematic distribution of CSOs and their projects .................................. 163
  14.4 Resource mobilisation and beneficiaries ......................................................................... 165
  14.5 Contributions to national development and democratisation ........................................ 167
  14.6 Collaboration ....................................................................................................................... 168
  14.7 Operational challenges and limitations ........................................................................... 171
  14.8 Emerging trends ................................................................................................................ 171
  14.9 Recommendations ............................................................................................................. 172
18.6 Resource mobilisation and trends in funding ................................................................. 231
18.6.1 Local resource mobilisation ..................................................................................... 231
18.6.2 Trends of funding ................................................................................................... 232
18.7 Focus on hard-to-reach ............................................................................................. 232
18.8 Limitations and challenges ...................................................................................... 233

19. Tigray Region .............................................................................................................. 236
19.1 Overview of the region ............................................................................................. 236
19.2 Profile and distribution of NSA typologies ............................................................... 236
19.3 Geographical and thematic distribution of projects ............................................... 243
19.4 Resource mobilisation .............................................................................................. 244
19.5 Contribution to the MDG and GTP .......................................................................... 244
19.6 Hard-to-reach ........................................................................................................... 246
19.7 Partnership with government .................................................................................... 247
19.8 Funding situation ...................................................................................................... 248
19.9 Limitations and challenges ...................................................................................... 250

References ...................................................................................................................... 252
Tables

Table 1: Participants of interviews, FGDs, and feedback sessions ............................................................. 34
Table 2: CSOs failed to renew their license as of September 2014 ............................................................ 45
Table 3: CSOs supported by six donor agencies ......................................................................................... 56
Table 4: Type of sectors by the number of supporting donors ................................................................... 57
Table 5: Number of registered NSAs by region, 2014 ................................................................................ 68
Table 6: Number of international NGOs and faith-based organisations: Comparison .............................. 69
Table 7: Thematic distribution of on-going CSO projects, 2014 ............................................................. 79
Table 8: CSO numbers, projects, budget and beneficiaries ........................................................................ 83
Table 9: NGOs’ interventions on marginalised communities...................................................................... 84
Table 10: Zonal Distribution of CSOs projects in Addis Ababa .............................................................. 103
Table 11: Thematic distribution of CSO projects, budget and beneficiaries, Addis Ababa ....................... 104
Table 12: Yearly distribution of resources mobilised by CSOs, Addis Ababa .......................................... 104
Table 13: Type and number of CSO in Afar Region ................................................................................ 109
Table 14: MSEs in Afar Region ................................................................................................................ 112
Table 15: Zonal Distribution of NGOs, Afar Region ............................................................................. 113
Table 16: Thematic areas of Intervention targeted by NGOs, Afar Region ............................................. 114
Table 17: Summary of NSAs Registered in Amhara Region ..................................................................... 122
Table 18: On-going projects in Amhara Region as of January 1/2014 ..................................................... 127
Table 19: Charities & societies registered at regional and zonal levels, Amhara Region .............................. 128
Table 20: Thematic distribution of CSOs by projects and budget, Amhara Region ................................... 129
Table 21: ORDA’s activity areas and key results, Amhara Region ............................................................ 130
Table 22: NSAs operating in Benishangul-Gumuz Region ....................................................................... 137
Table 23: Operational NSAs in Benishangul-Gumuz Region .................................................................. 138
Table 24: Zonal distribution of NGO projects in Benishangul-Gumuz Region .......................................... 140
Table 25: Thematic areas by budget and beneficiaries, Benishangul-Gumuz Region ............................ 141
Table 26: List of NGO currently active in Dire Dawa ............................................................................. 147
Table 27: Currently Active Cooperatives in Dire Dawa ........................................................................... 147
Table 28: MSEs in Dire Dawa .................................................................................................................. 148
Table 29: NGOs working with Sector Bureaus in Dire Dawa ............................................................... 149
Table 30: Distribution of NGOs by kebele in Dire Dawa ....................................................................... 152
Table 31: NSA numbers by registration agencies and functional status, Gambella Region ................. 160
Table 32: NSAs established with the help of other NSAs, Gambella Region ........................................ 161
Table 33: Geographic distribution of NSAs, Gambella Region ............................................................. 164
Table 34: Thematic distribution of CSO projects, Gambella Region ....................................................... 165
Table 35: Number and capital of cooperatives in Gambella Region by year, 2009/10 – 2013/14 .......... 166
Table 36: MSEs by year and engagement sectors in Gambella Region, 2010/11 – 2013/14 ............... 167
Table 37: SA-NSA collaboration, Gambella Region .............................................................................. 169
Table 38: Types of NGO Currently Active in Harari Region .................................................................. 175
Table 39: MSEs in Harari ........................................................................................................................ 178
Table 40: Currently Active Cooperatives in Harari Region ..................................................................... 178
Table 41: Number of NGOs and their thematic areas of intervention, Harari Region ............................ 179
Table 42: NSA numbers by registration agencies and functional status, Oromia Region ........................ 189
<table>
<thead>
<tr>
<th>Acronyms</th>
<th>Full Form</th>
</tr>
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<tbody>
<tr>
<td>ACHPR</td>
<td>African Charter on Human and Peoples’ Rights</td>
</tr>
<tr>
<td>ACP</td>
<td>African, Caribbean and Pacific Group of States</td>
</tr>
<tr>
<td>ACSO</td>
<td>Alem Children Support Organisation</td>
</tr>
<tr>
<td>ACSOT</td>
<td>Alliance for Civil Society Organisation in Tigray</td>
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<tr>
<td>AEID</td>
<td>Afro-Ethiopia Integrated Development</td>
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<tr>
<td>AF</td>
<td>Adaptation Facility</td>
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<tr>
<td>AFD</td>
<td>French Development Agency</td>
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<tr>
<td>AIDS</td>
<td>Acquired Immuno-Deficiency Syndrome</td>
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<tr>
<td>APAP</td>
<td>Action for Professional Associations</td>
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<tr>
<td>APDA</td>
<td>Afar Pastoralist Development Association</td>
</tr>
<tr>
<td>BCH</td>
<td>Bethel Children’s Home</td>
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<tr>
<td>BGDAN</td>
<td>Benishangul-Gumuz Development Associations Network</td>
</tr>
<tr>
<td>BoFED</td>
<td>Bureau of Finance and Economic Development</td>
</tr>
<tr>
<td>BoJ</td>
<td>Bureau of Justice</td>
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<tr>
<td>BoLSA</td>
<td>Bureau of Labour and Social Affairs</td>
</tr>
<tr>
<td>BoSA</td>
<td>Bureau of Security and Administration</td>
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<tr>
<td>BoWCYA</td>
<td>Bureau of Women, Children and Youth Affairs</td>
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<tr>
<td>CAT</td>
<td>Cultural Association of Tigray</td>
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<tr>
<td>CBOs</td>
<td>Community based Organisation</td>
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<tr>
<td>CCC</td>
<td>Community Care Coalition</td>
</tr>
<tr>
<td>CCRDA</td>
<td>Consortium of Christian Relief and Development Association</td>
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<tr>
<td>CETU</td>
<td>Confederation of Ethiopian Trade Union</td>
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<tr>
<td>CFE</td>
<td>Concern for Environment</td>
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<tr>
<td>CHF</td>
<td>Canadian Hunger Foundation</td>
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<tr>
<td>ChSA</td>
<td>Charities and Societies Agency</td>
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<tr>
<td>CIDA</td>
<td>Canada International Development Agency</td>
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<tr>
<td>CPAR</td>
<td>Canadian Physicians for Aid and Relief</td>
</tr>
<tr>
<td>CPR</td>
<td>Contraceptive prevalent rate</td>
</tr>
<tr>
<td>CRDA</td>
<td>Christian Relief and Development Association</td>
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CSA  Central Statistical Authority
CSO  Civil Society Organisation
CSP  Charities and Societies Proclamation
CSR  Charities and Societies Regulation
CSSP  Civil Society Support Programme
ECCSA  Ethiopian Chamber of Commerce and Sectoral Association
EIDHR  European Instrument for Democracy and Human Rights
EITI  Extractive Industries Transparency Initiative
ESAP  Ethiopian Social Accountability Programme
ESAP2  Ethiopian Social Accountability Programme 2
EU-CSF II  European Union Civil Society Fund II
EWLA  Ethiopian Women’s Lawyers’ Association
FDRE  Federal Democratic Republic of Ethiopia
FGD  Focus Group Discussion
FGM  Female Genital Mutilation
GBV  Gender-Based Violence
GO  Government
GTP  Growth and Transformation Plan
HAPCO  HIV/AIDS Prevention and Control Office
HRCO  Human Rights Council
HIV  Human Immunodeficiency Virus
HTP  Harmful Traditional Practices
HVC  Highly Vulnerable Children
ICCPR  International Covenant on Civil and Political Rights
ICESCR  International Covenant on Economic, Social & Cultural Rights
IGA  Income Generating Activities
INBAR  International Network of Bamboo and Rattan
JeCCDO  Jerusalem Children and Community Development
MBA  Mass based Association
MBO  Mass based Organisation
MCA  Marketing and Cooperative Agency
MoJ  Ministry of Justice
MSE  Micro and Small Enterprises
MSEA Micro and Small Enterprises Agency
NAP  Network of Associations of HIV Positives in Amhara
NAP+ Amhara Network of Positives
NEBE National Electoral Board of Ethiopia
NECSOO Network of Ethiopian Civil Society Organisation in Oromia
NEP+ Network of Networks of HIV Positives in Ethiopia
NEWA Network of Ethiopian Women Associations
NGO Non-Governmental
NNGOs National Non-Governmental
NAP Network of Associations of HIV Positives in Oromia
NORAD Norwegian Agency for Development Cooperation
NPDPDM National Policy on Disaster Prevention and Management
NSA Non-State Actors
ODA Oromo Development Association
OSHO Oromo Self-Help Organisation
ORDA Organisation for Rehabilitation and Development
OVC Orphan and Vulnerable Children
PAD Practical Action for Development
PANE Poverty Action Network in Ethiopia
PASDEP Plan for Accelerated and Sustainable Development for Eradication of Poverty
PBS Promotion of Basic Services programme
PLWHA People Living with HIV/AIDS
PwD Persons with Disabilities
RAPID Rehabilitation and Prevention Initiative against Disability
RCCSGA Resource Center for Civil Society Group Association
RDA Regional Development Associations
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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</thead>
<tbody>
<tr>
<td>REST</td>
<td>Relief Society of Tigray</td>
</tr>
<tr>
<td>SA</td>
<td>State Actors</td>
</tr>
<tr>
<td>SEPDA</td>
<td>Southern Ethiopia People’s Development Association</td>
</tr>
<tr>
<td>SDPRP</td>
<td>Sustainable Development and Poverty Reduction Programme</td>
</tr>
<tr>
<td>SHGs</td>
<td>Self-help Groups</td>
</tr>
<tr>
<td>SIDA</td>
<td>Swedish International Development Cooperation Agency</td>
</tr>
<tr>
<td>SNNPR</td>
<td>Southern Nation, Nationalities and Peoples Region</td>
</tr>
<tr>
<td>TDA</td>
<td>Tigray Development Association</td>
</tr>
<tr>
<td>TECS</td>
<td>Tracking Trends in Ethiopia’s Civil Society</td>
</tr>
<tr>
<td>TPLF</td>
<td>Tigray People Liberation Front</td>
</tr>
<tr>
<td>TYA</td>
<td>Tigray Youth Association</td>
</tr>
<tr>
<td>UDHR</td>
<td>Universal Declaration of Human Rights</td>
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<tr>
<td>VAT</td>
<td>Value Added Tax</td>
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Glossary

**Administrative costs** are those costs incurred for emoluments, allowances, benefits, purchasing goods and services, travelling and entertainments necessary for the administrative activities of a charity or society.¹

**Ethiopian charities or Ethiopian societies** are those charities or societies that are formed under the laws of Ethiopia, all of whose members are Ethiopians, generate income from Ethiopia and are wholly controlled by Ethiopians. However, they may be deemed as Ethiopian charities or Ethiopian societies if not more than ten percent of their funds are received from foreign sources.²

**Ethiopian residents’charities or Ethiopian residents’ societies** are those charities or societies that are formed under the laws of Ethiopia and which consist only of members who dwell in Ethiopia and who receive more than 10% of their funds from foreign country sources.³

**Civil society organisations** (CSOs) are defined as organisations that are non-governmental, not for profit, not representing commercial interests, and that pursue a common purpose of the public interest. They are responsible for articulating the opinions of various social spheres, and include environmental groups, minority groups and consumer representatives, to name just a few.

**Community-based organisations** are sub set of civil society that operate within a single local community. They are often run on a voluntary basis, self-funded and varied in terms of size and organisational structure. Some are formally incorporated, with a written constitution and a board of directors, while others are much smaller and are more informal.

**Community care coalitions** are non-profit community-based organisations established at kebele level with the objective of providing community-based social protection for the most vulnerable people.

**Consortia or networks** are organisations formally established by charities or societies to coordinate their activities.

**Cooperatives** are autonomous associations of persons united voluntarily to meet their common economic, social, and cultural needs and aspirations through a jointly owned and democratically controlled enterprise. They are based on the principles of self-help, self-responsibility, democracy, equality and solidarity, as well as ethical values of honesty, openness, social responsibility and caring for others.

**Foreign charities** are those charities that are formed under the laws of foreign countries or which consist of members who are foreign nationals or are controlled by foreign nationals or receive funds from foreign country sources.⁴

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¹ Charities and Societies Proclamation Article 2(14)
² Charities and Societies Proclamation Article 2(2)
³ Charities and Societies Proclamation Article 2(3)
⁴ Charities and Societies Proclamation Article 2(4)
**Hard-to-reach** people/communities are those affected by social marginalization, distance factors (remoteness of their locations), and neglect in development resource allocation. The term hard-to-reach can also be used to refer to CSOs working on marginalised people, issues, and places.

**Innovative approach** refers to creative strategies that CSOs introduced to ensure operational efficiency and effectiveness, cost reduction, ownership spirit, and sustainability of projects.

**Mass-based societies** (or mass-based associations) include professional associations, women's associations, youth associations and other similar Ethiopian societies.  

**Micro- and small enterprises** (MSEs) are licensed business entities established by jobless and low-income individuals (often with the help of government agencies and/or CSOs as promoters) to engage in business with their own savings and loan services from Micro Finance Institutions.

**Non-governmental organisations** (NGOs) are highly diverse groups of organisations engaged with a wide range of charitable and development activities targeted to third parties.

**Non-state actors** are defined as entities that include economic and social partners, including civil society organisations, non-governmental organisations, trade unions, cooperatives, micro and small enterprises, and other civil society entities outside the government structure.

**Programme costs** refer to direct operational costs of CSOs, including various supports provided to beneficiaries and expenditures to support construction directly related to operations, to raise awareness of beneficiaries, to conserve soil and water, to develop/protect parks, and to attain the objectives of a charity or society.

**Public collection** is an act of appeal in any public place or by means of visits to places of work or residence; for money or other property whether for consideration or otherwise and which is made in association with a representation that the whole or any part of its proceeds is to be applied for charitable purposes and shall not include appeal made on a land or building used for the purposes of worship or burial or any land adjacent to it.

**Religious organisations** are institutions established by believers to organize and propagate their religion or faith and do not include organisations established for the achievement of any charitable purpose or charities established by the religious organisations.

**Self-help groups approach** is a community-based development approach launched with the recognition that poor people have untapped potentials to help themselves with limited external support for capacity building. The SHGs approach aims at poverty reduction, livelihood improvement, empowerment of women, and social inclusion.

**Trade union** is an organisation formed by workers.

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5 Charities and Societies Proclamation Article 2(5)  
6 The Directive to Determine the Operational and Administrative Costs of Charities and Societies, No. 2/2011.  
7 Charities and Societies Proclamation Article 2(16)  
8 Article 113(2)(a) of the Ethiopian Labour Proclamation No. 377/2003
Acknowledgement

This report benefited from numerous individuals and institutions that participated in the study in different capacities. Our acknowledgements are due to the representatives of both government agencies and NSAs for their unreserved cooperation in providing valuable information used in this report. Ato Akalewold Bantirgu (EU-CSF II) and Ato Getinet Assefa (CSSP) deserve our deepest appreciation for their critical support (conceptual inputs, organisation of logistics, and timely provision of feedback on reports and inquiries) from the inception of the research plan to the completion of the final report. We want to thank the ‘Reflection Board’ (Ato Dessalegn Rahmato, Ato Feleke Tadele and Ms. Beverley Jones) established by the Client to review and reflect on our reports (inception report, desk review result, and the draft report) for their constructive comments that significantly enriched the study. Beverley Jones’ and Stéphanie Carette’s critical scrutiny of the draft report and their editorial suggestions are highly appreciated. Last but not least, the staff members of both CSF II and CSSP and the Regional Business Units of CSSP deserve acknowledgement for facilitating our work.

Disclaimer

Although the 2014 NSA update mapping study was financed by the European Union Civil Society Fund II and the Civil Society Support Programme, the views expressed and the conclusions made in the report do not necessarily reflect their official positions. The research team shall be responsible for the views and expressions made in the report.
Executive Summary

A. Context, objectives and methods of the study

1. Since the mid-1970s humanitarian crisis in Ethiopia, non-state actors (NSAs) have been participating in relief and rehabilitation, capacity building, advocacy, and development. In the context of the Cotonou agreement, in 2004 and 2008, the European Union commissioned two NSA mapping studies to explore the typology and structures of NSAs, their distribution, their activities and contributions to development, and their engagement with partners, among others. These studies were undertaken with the hope to assist the planning and implementation of subsequent programmes aimed at enhancing NSA participation in development and democracy.

2. The present study, the 2014 NSA update mapping, which was financed by the European Union Civil Society Fund II and the multi-donor Civil Society Support Programme, is designed to update the 2008 study and explore changes, trends, challenges, and opportunities in the NSA sector. The specific objectives of the study included mapping NSAs by typology, geographic distribution, and sectoral coverage; exploring the engagement of NSAs and their resource bases to understand their contributions to the country’s development and democratisation; examining collaboration and dialogue amongst NSAs and with other partners; investigating the operational challenges and limitations; and identifying the emerging trends in the sector.

3. The NSA update mapping study employed two distinct study approaches (desk review and fieldwork) and three qualitative data collection/verification methods (interviews, focus group discussions, and feedback and validation workshops). The materials reviewed in the course of the study period were archival documents, activity reports, policy and legislative documents, and research reports. The fieldwork was undertaken in all nine regional states and the two city governments. Representatives of sector offices participated in the interviews and the feedback workshops, while representatives of the non-state actors took part in the focus group discussions as well. Representatives from both groups participated at the national validation workshop held in Addis Ababa on 17 December 2014.

4. For the purpose of this study, five major categories (typologies) of NSAs have been identified: client-based charity organisations, mass-based societies and development associations, business-related organisations, interest-based and/or rights advocacy organisations, and community-based organisations. Each typology is divided into sub-categories. As discussed later in detail, the classification of NSAs into the five typologies is based on a combination of factors: common features, operational focus, access to foreign funds, independence from government influence, level of support from government, and proximity to community fabric.

9 The Civil Society Fund is an initiative of the European Union and the Government of Ethiopia, launched in the framework of the Cotonou Agreement, with the objective to strengthen the capacity of NSAs and promote their governance-related activities. The CSSP is another NSA capacity development instrument financed by the Irish Aid (Ireland), SIDA (Sweden), NORAD (Norway), The Netherlands Embassy, UK-Aid/DFID (United Kingdom), and the Government of Canada.
B. Policy and legal contexts

5. The enactment of Proclamation No. 621/2009, one among others, could be seen as having brought both opportunities and challenges for the civil society sector. On the positive side, the Proclamation plays important roles in ensuring and strengthening the legitimacy, accountability, and transparency of CSOs thereby rectifying the long recognised deficiencies in the sector. The CSO law also recognises the rights of charities and societies to establish consortia as well as engage in income generating and fund raising activities.

6. Most CSOs’ representatives who participated in the study viewed certain provisions of Proclamation No. 621/2009 as constraining rather than enabling. The 70:30 rule is viewed as discriminatory and a provision that discourages engagement in research, monitoring/evaluation, and training; the 90:10 rule is reported to have limited the capacities of CSOs mandated to work on rights issues; and the IGA provision is perceived as restrictive that allegedly discouraged some CSOs from engaging in IGAs or declaring such engagement.

7. According to some CSOs and networks participated in the study, certain directives issued by the Charities and Societies Agency (ChSA) severely affected the role of network organisations in policy formulation and facilitating common voices. For example, the directive issued to determine administrative and project costs restricted the role of network organisations to a channel of fund to their members denying their mandate to engage in capacity building, policy dialogue, setting ethical standards, and conducting various studies.

8. The government has taken some administrative decisions to relax specific interpretation and application of the 2009 CSO law with the intention to address the concerns of partners, including donors and CSOs. The decision, based on donors’ and government agreement, to reclassify certain foreign funds as domestic resources enabled some CSOs to work on rights awareness and governance issues at local levels. Towards the end of this study, the 70:30 guideline was revised with the view to re-categorise certain cost items from administrative to programme component. Although the action taken falls short of addressing certain concerns of CSOs(e.g., categorising monitoring, evaluation, and research expenses under administrative component), the very action represents an encouraging step in terms of revising the charities and societies law.

C. Key findings

9. Different efforts have been made to improve the partnership between the government and the CSOs and to create a more enabling environment. In this regard, the CSOs Taskforce, which was established at the end of 2008, played an important role in preparing and submitting an alternative legal approach that could promote the interest of the sector. In addition, the Taskforce

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10 Low-budget small CSOs, complain that 30% is not sufficient to cover their administrative costs that include, among others, monitoring, evaluation, and research, while they see better resourced CSOs not needing 30% of their budget for administrative costs.
served as a vehicle in facilitating engagements of the sector with the government and the donor community. It assisted a significant number of CSOs to work on their adaptation strategy to the new legal environment through the fund it has received from the Development Assistance Group (DAG) project called Adaptation Facility.

10. In response to the changing legal environment governing civil society organisations operating in Ethiopia, the DAG in collaboration with civil society organisations initiated the Adaptation Facility (a support programme) to assist the CSOs cope up with the environment. The programme was divided into Adaptation Facility 1 (AF1) and Adaptation Facility 2 (AF2) with two implementers. AF1 was funded by USAID and implemented by Pact Ethiopia, while AF2 was funded by a group of donors, including the Canadian International Development Agency (CIDA), Swedish International Development Agency (SIDA), Irish Aid, Danish and Dutch Embassies, and was executed by the CSO Taskforce under the auspices of the Consortium of Christian Relief and Development Association (CCRDA).

11. The current study reveals changes in the number of civil society organisations since 2008. The number of registered CSOs decreased from 3,128 in 2008 to 3,077 in 2014. The number of operational CSOs increased from 964 in 2008 to 1,364 in 2014. Six of the nine regions and the two city governments witnessed the growth of CSOs with on-going projects. CSOs are engaged in development activities and service delivery (e.g., Ethiopian Resident Charities and international organisations) experienced growth, while those mandated to work on rights issues suffered setbacks and declined. The number of international NGOs increased in all but two regions (Afar and Gambella), while the number of faith-based development organisations decreased in all but three regions (Dire Dawa, Harari and Somali).

12. There is no definitive answer for the reasons why the number of registered CSOs in 2014 fell below the 2008 record, and also why the majority of those registered in 2014 are not operational. However, the decline in the gross number of CSOs may be explained in terms of a combination of factors: the emergence of new NSAs (e.g., MSEs, CCCs, SHGs, etc.) that focus on the same population category (the poor) that the CSOs often target; regulatory constraints that discourage people from establishing or running CSOs; the declining public image of CSOs; the mismatch between increasing demands for service and CSOs’ capacities to deliver; etc. Most registered CSOs are not operational probably because they do not launch projects in all regions at the same time; they may have failed to launch projects for lack of funds or other challenges; or they may be operating without reporting to BoFED.

13. The last five years witnessed the emergence and expansion of other NSAs (other than CSOs). The number of cooperatives increased from 19,147 in 2008 to 35,719 in 2014 (excluding data from Afar and Somali regions). Micro and Small Enterprises (MSEs) emerged as new NSAs, and there are at least 217,636 operational MSEs in Ethiopia recognised at the federal level. The number of NSAs registered with regional government agencies is about 35,000 and this figure is expected to increase fast due to the rapid expansion of the community care coalitions (CCC) and
the self-help groups (SHGs). Some informants (representatives of CSOs and validation workshop participants) were of the opinion that the new entities have overcrowded the NSA sector and diminished the relative attention/importance traditionally accorded to CSO proper.

14. Community care coalitions and self-help groups represent new faces in the NSA landscape. CCCs may be recognised as NSAs because they are community-based entities outside of the government structure. On the other hand, the active involvement of government and party officials in the establishment and management of CCCs raises question about their identity as non-state actors (further research is necessary to understand the new grassroots organisations). SHGs are independent community-based organisations promoted by international and local NGOs to ensure that the poor support themselves without direct external aid. However, SHGs (currently functioning as projects of their respective promoters) lack appropriate registration frameworks to operate maintaining their identity and integrity.

15. The distribution of CSOs across zones and regions is uneven, as they tend to concentrate in urban areas, along roadsides, and in accessible locations. Authorities and representatives of CSOs have different explanations for the concentration of CSOs in such areas. Most government authorities explained the issue in terms of distance and accessibility factors, financial constraints, and lack of CSOs’ commitment to operate in remote locations due to the hardships involved. Most representatives of CSOs explained the uneven distribution of CSOs in terms of lack of financial and human capacity, lack of policy incentive to operate in difficult locations, the presence of felt needs in urban and the central zones, and the difficulty to convince donors on the feasibility of projects in remote areas. In some regions, the distribution of cooperatives and MSEs mimic the distribution of CSOs (data are lacking to establish the reasons).

16. The major sectors of CSOs’ intervention include: health and HIV, children and women, education and training, agriculture and livelihoods/food security, integrated development, water and sanitation, environment, and others. In terms of the number of on-going projects, children/women, agriculture/livelihoods/food security, health/HIV, and education represent the top four themes list in that order (this was also the case in 2008). From this it is apparent that CSOs have been investing in human development – a commendable effort that will have a long-term impact in terms of improving the country’s stock of human capital to sustain development.

17. Many CSOs reported to have made important contributions to reducing maternal and infant mortality rates; promoting family planning and increment of contraceptive prevalence (CPR); combating female genital cutting (FGC) and other harmful traditional practices (HTPs); improving girls’ education; promotion of alternative basic education (including mobile education systems in pastoral areas); prevention and control of the spread of HIV; treatment and care for AIDS patients including provision of ART and home-based care; creating access to education for

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11 Registration as a regional organisation limits access to external funds because such organisations are not allowed to receive more than 10% of their income from foreign sources (to maintain consistency with ChSA’s 90:10 rule). Those expecting more than 10% of their budget from donors are required to register with ChSA.

12 It is important to note that MSEs and cooperatives are business entities. Hence, their presence on the NSA landscape due to definitional breadth does not reflect the growth or diversification of the civil society sector.
orphans and vulnerable children and those from poor households; promotion of local adoption; providing support to persons with disabilities (PwD) and the elderly; improvement in water and sanitation (WASH); prevention and control of TB and malaria; improvement in livelihoods of the poor and female headed households; and capacity building of local government agencies.

18. The total budget of 2604 on-going CSOs’ projects in Ethiopia (excluding budget data from Dire Dawa) is estimated at Birr 35.76 Billion (US$1.788 Billion). The study reveals that CSOs managed to mobilise huge foreign funds from the donor community and align their activities with national development priorities, though it is difficult to establish whether the level of CSOs’ impact measures up to the level of funds raised. It is also important to note that the domestic resource mobilisation efforts remained low.

19. Besides providing funds, some donors’ programmes (e.g., CSSP, CSF II, ESAP 2, and EIDHR) have developed funding mechanisms and innovative approaches to strengthen the capacity of the emerging and small CSOs facing capacity challenges. As stated earlier, donor agencies negotiated with the government to reclassify some foreign funds as domestic and this enabled some organisations mandated to work on rights issues (e.g., Ethiopian charities) to access such funds and work on certain rights/empowerment issues. CSF II, EIDHR and CSSP created favourable environment for strong and small/weak CSOs to build partnership and qualify for joint funding arrangement thereby strengthening the capacity of the small/weak CSOs.

20. The contribution of CSOs to the democratisation process is limited as evidenced by small number of CSOs’ projects focusing on democratization, human rights, and good governance. Some charities that received funds from CSF II and ESAP II are working on rights issues and the improvement of public services. However, the majority of Ethiopian charities and societies do not engage in advocacy work due to financial constraints and self-censorship. Mass-based associations claim to be advocating for the rights of their members. However, they lack qualified personnel, financial resources, and political independence to advocate for human rights, good governance, and improvement of the justice system.

21. The study examined CSOs’ relations with the government, with each other, with the private sector, and with the donor community. The quality and intensity of CSO-government relations range from what may be called intimate/cooperative to suspicious/contentious. NSA-NSA relationships and networks are absent or very weak partly due to the legal constraint. There exists limited interaction between CSOs and the private sector (the former helps the establishment of some MSEs – private business entities). Ethiopian resident charities, development associations, and international NGOs have better access to and interaction with the donors. Rights advocacy organisations (e.g., Ethiopian charities), mass-based associations, and regional organisations have limited access to donors due to the regulatory restriction.

13 The amount of funds mobilised increased by 59.2% (i.e., from US$1.123 Billion in 2008 to US$1.788 Billion in 2014). The increment in CSO project budget may be explained in terms of the long cycle of donor programmes and commitments (e.g., many donor programmes were conceived or launched before 2009).
22. There seems to be a discontent between government authorities and some CSOs. Some leaders of CSOs complained that the apparent gross characterization of CSOs by authorities as rent-seekers and neo-liberal agents negatively affected the public images of the organisations. Some also commented on perceived preferential treatment where the government is reported to support and facilitate conditions for mass-based and development associations. Bureaucratic bottlenecks, difficulties to schedule meetings with officials, and failure of officials to honour invitation to CSOs meetings are identified as examples of the relationships which are considered by some CSOs as hierarchical and demonstrating a low spirit of cooperation.\textsuperscript{14}

23. Government authorities working closely with the CSOs, on their part, expressed concerns about the behaviour of some CSOs as follows. Some CSOs reportedly launched projects without a baseline study or even without securing funds; some appear to focus on a quick fix rather than on long-term solutions; some failed to comply to their own commitments and to the existing rules and regulations; some expressed reluctance to hand over property after projects phased out; some abandoned projects and beneficiaries unexpectedly; some employed expensive foreign nationals instead of cheaper but equally capable locals; and some of those operating in the emerging regions brought cleaners and guards with them rather than hiring local residents.

24. Different CSOs have introduced different innovative strategies to ensure operational efficiency and effectiveness, cost reduction, ownership spirit, and the sustainability of projects, among others. The roles played by donors in promoting and supporting the various innovative approaches have been instrumental in terms of turning the ideas of CSO into concrete actions. The study identified some 13 innovative approaches (or creative strategies) that have been introduced in a wide range of CSOs’ intervention areas including: education, health, childcare and development, environment, resource mobilisation, and improvement of livelihoods.

25. The common problems faced by CSOs relate to regulatory issues, resource mobilisation, donor accessibility and donor expectations, poor cooperation with government agencies, internal capacity of CSOs themselves, and poor coordination among the CSOs, among others. These challenges seriously constrained the activities of organisations mandated to work on rights issues and some of those registered with regional agencies.

26. Despite the large-scale and widespread NSA engagement in Ethiopia, certain important themes remain little addressed. These include, among others, the effect of climate change on livelihoods and security, the impacts of large scale investment projects, the impacts of social transformation (e.g., urbanization), access to information, access to justice and the rule of law, property rights of citizens, quality/quantity of public services, aspects of democratisation and good governance, peace-building, population movement (e.g., migration, human trafficking, etc.), marginalised communities, heritage management, cultural development, and indigenous knowledge systems. Future interventions of CSOs should focus on these issues as well.

\textsuperscript{14} Some CSOs leaders, however, underlined the existence of cordial and cooperative relationships with authorities, particularly at local levels.
Common features among regions

The findings from the nine regions and the two city governments exhibit marked similarities. Regarding the regulatory frameworks, there is a common view that certain provisions of Proclamation No. 621/2009 and the subsequent regulation and guidelines are restrictive rather than enabling. In every region, the operational CSOs (those with on-going projects) that reported to BoFED are by far fewer in number than those registered with ChSA. All regions witnessed the emergence and/or expansion of some NSAs (other than CSOs), and these include MSEs, Cooperatives, SHGs, CCC, etc. In all research sites, CSOs tend to concentrate in urban areas, along roadsides, and in accessible locations. The growing contribution of CSOs to regional and national development priorities (namely, the GTP and the MGDs) is widely recognised by authorities, especially by those in the regions. Children and women, health and HIV, education, and agriculture/livelihoods represent the top four CSOs’ intervention areas in all regions.

In all research sites, most CSOs heavily rely on donor agencies for funding, and the domestic resource mobilisation option has not been realised except for the emerging practice of enlisting volunteers. In most areas covered by this study, CSOs began to implement innovative approaches aimed at addressing challenges. The participation of most CSOs (except for mass-based organisations) in advocacy and the democratisation process remains limited across the nation. Regionally registered organisations, small CSOs and rights advocacy organizations experience resource constraints to implement their objectives. The plights of hard-to-reach groups, issues, and organisations and a host of themes (list under paragraph 26 above) are little or inadequately addressed in all regions. The common problems faced by CSOs in all study sites relate to regulatory constraints, resource mobilisation challenges, donors’ inaccessibility and strict requirements, poor cooperation with government agencies (except for mass-based societies and development associations), weak internal capacity of CSOs, and poor coordination among the CSOs. Apart from these common challenges, there exist certain region-specific peculiar problems discussed at the end of each regional report.

Recommendations

A. For civil society organisations (CSOs)

   1) Expand geographic coverage: CSOs’ projects tend to concentrate in urban areas, along roadsides, and in accessible central locations. Although there are reasons (e.g., the limitedness of their numbers, the vastness of the country, regulatory constraints, and lack of policy incentives) for the concentration of CSOs in such areas, all efforts must be made to reach the disadvantaged people in remote locations and emerging regions.

   2) Reach the hard-to-reach. Despite the CSOs’ efforts and donor supports in the past, the concerns of hard-to-reach issues, groups, locations, and organisations remain largely unaddressed. In order to reach the hard-to-reach, CSOs should strive to convince donors for more funds and the government for more enabling environment.
3) Diversify income base. There is a general tendency on the part of many CSOs to depend on (or expect from) donors. In order to ensure the sustainability of their impacts, CSOs should give equal emphasis to domestic resource mobilisation mechanisms (e.g., generating income through farming, extraction, and service provision; organizing events for public collection; soliciting private sector support; etc.).

4) Contribute to democracy and human rights. The contribution of CSOs to the democratisation process and human rights advocacy is limited. Those CSOs with the mandate to engage in the rights issues should exploit available opportunities (e.g., CSF II, ESAP 2 and voluntary services) to strengthen their capacities and pursue their goals. Moreover, they should refrain from self-censorship to operate within their mandates.

5) Strengthen self-regulatory system. For better coordination and collaboration among NSAs as well as ensuring accountability, efforts have to be made to strengthen the self-regulatory system through a code of conduct and independent certification schemes. The Ethiopian Federal Charities and Societies Forum could play an important role in developing the code of conduct, while the certification process needs the establishment of independent entity capable of winning reputation among CSOs, the government, and the donors.

6) Ensure independence and efficiency: Some CSOs (e.g., youth association, women’s associations, and development associations) have intimate and cooperative relationships with the government, although their independence and efficiency are questioned. Such organisations may have to work on improving and proving their impartiality, transparency, accountability, and operational efficiency.

7) Build partnership spirit with government: Some CSOs view certain elements within the government as unfriendly and responsible for the gross attribution of CSOs as rent-seekers and neo-liberal agents. Such CSOs should make all efforts (whenever possible) to mend relations, be transparent, clear their differences to avoid a sense of antagonism, and work in partnership with the government while maintaining their independence.

8) Common voice for greater impact: Make coordinated and persistent advocacy efforts towards influencing the regulatory environment and bringing positive perception changes about CSOs’ contributions to development thereby paving the way for participation in policy dialogue at regional/federal levels. This can be done through strengthening the different platforms established for enabling environment.

9) Strengthen networking: NSA-NSA relationships/interactions and networks are absent or very weak. Non-state actors should try their best to share information, challenges, and best practices with others, especially with those working on the same theme and/or area.

10) Ensure project/programme quality: Accord special attention to innovative approaches, project sustainability, needs assessment, monitoring and evaluation. This would require replicating innovative approaches, avoiding duplication of efforts, negotiating with
donors to provide sufficient funds and time to ensure project sustainability, and working in partnership with the government to revise the restrictive legal provisions.

11) Intervention areas that call for special attention: Address themes/sectors that have been little or never addressed. These include, among others, aspects of democratisation, human rights and good governance, impacts of large scale investment projects, impacts of social transformation, access to information, access to justice and the rule of law, property rights of citizens, quality/quantity of public services, peace-building, population movement (e.g., migration, human trafficking, etc.), marginalised communities, heritage management, cultural development and indigenous knowledge systems.

B. For the Government

1) Provide supportive supervision: Continue to ensure and strengthen the legitimacy, accountability, and transparency of CSOs thereby rectifying the deficiencies in the sector through supportive supervision of CSOs’ activities, impacts, and challenges.

2) Improve regulatory frameworks: Consider taking appropriate measures to improve the regulatory framework based on the present and other studies conducted on the impact of the legislations. In this regard, the following areas call for immediate attention.

   a) The ChSA should consider revising the classification of administrative and project costs (the 70:30 rule) to address the concerns of low-budget and small CSOs operating (or want to operate) in emerging regions and those working on hard-to-reach issues, groups, organisations, and remote/inaccessible rural locations.

   b) The House of Peoples Representatives and the Ministry of Federal Affairs should consider amendment of the law (the 90:10 rule) to ease the access of Ethiopian charities/societies to foreign funds and enhance their participation in human rights advocacy, good governance, and the democratisation process.

   c) The House of Peoples Representatives and the Ministry of Federal Affairs should consider amendment of the law to make the IGA and other domestic resource mobilisation provisions less restrictive and more enabling, particularly for the Ethiopian charities/societies.

   d) The ChSA should consider amending the two Directives (namely, the Consortia guideline and the 70:30 guideline) that govern networks so as to enable them carry out their roles in the areas of professional ethics, capacity development of their members, and policy dialogue

3) Create enabling legal environment for SHGs. The federal and regional governments should encourage and work towards creating an enabling environment for community-based organisations trying to fight poverty and contribute to development. A case in point
is the SHGs (very successful grassroots level NSAs) that have encountered challenges in securing a legal personality due to lack of an appropriate regulatory framework.

4) Support the sustainability of CSO’s project impacts: Short-term CSOs’ projects without possibilities for extension and expansion cannot be expected to have sustainable impacts. As part of the sustainability strategy, the government should allow the extension and further expansion of such funding programmes as CSF II and ESAP 2.

5) Strengthen the capacity of government offices: Representatives of CSOs complained about capacity limitations (e.g., in addressing the professional demands of the civil society sector, consistent interpretation and application of the law, document and data management) on the part of government officers/experts working for ChSA, regional BoFEDs and other line bureaus. Government should strengthen the capacity the officers/experts working with CSOs to provide efficient and effective services.

6) Improve the accessibility of ChSA: CSOs complained about inconveniences and high costs of travelling to Addis Ababa (to ChSA office) for consultation, asset clearance/transfer, submission of activity/financial reports, among others. Consider delegating some of the ChSA mandates to the regional government bodies such BoFED, BoJ, etc. to reduce the inconveniences and costs.

7) Empower sector offices in overseeing CSOs: The sector offices have the expertise and mass of workers to appraise, monitor, and evaluate CSOs’ projects. However, the responsibility of overseeing the operation of CSOs is vested largely in the hands of BoFED, which lack the expertise and resources for the task. BoFED offices should ensure greater involvement of the sector offices in monitoring and evaluation of CSOs.

8) Strengthen the GO-NGO forums: Some regions have and others lack GO-NGO forums, and the existing forums lack clear mandates and contextualized operational guidelines. Regional governments should ensure the establishment of clear mandates and operational guidelines. Also, consider establishing a new forum for regional BoFEDs and ChSA to discuss issues raised at the regional level.

9) Provide preferential treatment for CSOs operating in rural areas: In order to encourage CSOs to work in emerging regions and rural areas, the government should devise incentive schemes (e.g., revising the 70:30 rule to relax the administrative budget constraints and the IGA provision to enable CSOs to engage in farming, extraction, etc.).

10) Accord due recognition to CSOs’ works: Consider recognising and formally appreciating CSOs that made significant contributions to the GTP, MDGs, and the democratisation process. This may involve organizing special events to provide awards and recognition of the contribution of CSOs in official reports and policy documents.

11) Enhance the participation of CSOs in policy dialogue: As valuable partners in poverty reduction, economic development, and democratisation, the government should continue to encourage the active and informed participation of non-state actors in development
policy formulation at regional and federal levels (e.g., GTP 2).

12) Facilitate participation of CSOs: Regional governments should exercise their mandates in facilitating the emergence and participation of CSOs in socio-economic development.

C. For donor agencies

1) Relax funding criteria: In order to avoid the monopoly of funds and projects by certain CSOs, continue to improve weak/small CSOs’ access to donor funds. The funding approach pursued by CSF II and CSSP should be expanded because it makes foreign funds accessible to such CSOs through collaborative funding arrangement where strong and weak CSOs work together and where the strong build the capacity of the small/weak.

2) Expand support to local NSAs: Consider expanding support to local NSAs that lack access to donors due to geographical barriers, lack of information, regulatory factors and inability to meet donor requirements. The initiative of CSSP to support local CSOs is worth exploring to determine the appropriate way to reach such NSAs. Amendment to the CSOs law or special arrangement with the government might also be necessary.

3) Move from project to programme approach: To ensure the sustainability of CSOs’ impacts, donors should focus on programme funding approach. This requires, on the part of the donors, a fairly long-term commitment with a possibility for extension of some programmes. Equal attention should also be given to the capacity building of CSOs to ensure their efficiency and effectiveness.

4) Support building the capacity of government experts/officers: To ensure efficiency and effectiveness of government offices working with CSOs, both at federal and regional levels, donors should expand their capacity building efforts to such areas as documentation and database management, application/interpretation of the laws, and the nature of civil society works.

5) Support income diversification initiatives of CSOs. Strengthen the capacity of CSOs through technical and financial support with the view to diversifying their funding base, realizing the domestic resource mobilisation potentials, and reducing their dependency on foreign fund. Further research may be necessary to assess the available avenues/options.

6) Support to non-charity NSAs: Donors should consider studying the constructive roles and the inhibiting challenges of the emerging NSAs (SHGs, MSEs, CCC, and regional organisations) with the view to support their efforts to fight poverty and contribute to development and democracy.

7) Support little addressed thematic areas: Donors consider supporting themes that have been little addressed. These include, among others, democratisation, human rights, good governance, the effects of climate change, impacts of large-scale investment projects, impacts of social transformation, access to information, access to justice and rule of law, property rights of citizens, quality/quantity of public services, peace-building, population
movement (e.g., migration and human trafficking), marginalised communities, heritage management, cultural development, and indigenous knowledge systems.

8) Maintain official dialogue with government: Donors should strengthen their dialogue with the government for more space for CSOs through amendments and lenient application of the law.

9) Increase volume of support to CSOs: Given the growing demand for interventions of CSOs throughout the country, donors should increase their financial support to the civil society sector in the general and to the rights advocacy organisations in particular (the later through CSF II and ESAP 2 programmes and/or similar arrangements with the government).

10) Sponsor further research: Donors should consider sponsoring further studies on some of those intervention areas listed above. Moreover, further research is necessary to understand the impact of Proclamation No. 621/2009 on human rights and good governance works; the replication potentials of the innovative approaches of CSOs; the modus operandi, enforcement mechanisms, and certification of self-regulatory system; the domestic resource mobilisation potentials; etc.

Note: CSF II, EIDHR, CSSP, and ESAP 2 have been repeatedly mentioned as commendable funding programmes for civil society organisations. It is equally important to recognise the bilateral support programmes and approaches (see section 3.2.7 for details).
1. Introduction

1.1 Background to the study

Ever since the mid-1970s humanitarian crisis in Ethiopia, civil society organisations have been providing support in emergency relief and rehabilitation, capacity building/strengthening, advocacy on governance issues, and development intervention. Today, numerous non-state actors (entities operating outside of the state structures) managed to mobilise huge resources and are engaged in development activities and service provision. The nature and extent of NSA participations in the country’s affairs were explored in the previous two NSA mapping studies.

The first study, which was commissioned by the European Union (EU) and the then Ministry of Capacity Building of Ethiopia, was carried out in 2004.\(^{15}\) The objectives of the study included understanding the context and issues facing NSAs, mapping key groups of registered NSAs, and generating information about NSAs working on specific areas of governance. The second mapping study, which was financed by the European Commission Civil Society Fund, was undertaken in 2008 primarily with the objective to update the 2004 mapping exercise.\(^{16}\) The updated mapping explored the regulatory frameworks under which NSAs operate; typology and structures of NSAs; their activities and contributions to national development goals; and their engagements with relevant partners, including the government and donors.

Both the 2004 and the 2008 studies were conducted with the hope to assist the planning and implementation of subsequent programmes aimed at enhancing NSA participation in the context of the 2000 Cotonou Partnership Agreement between the European Union and the African, Caribbean and Pacific Group of States (named ACP countries). The Cotonou Agreement recognises the role of civil society organisations in development and the democratisation process, and therefore, underlines the need to ensure their active participation in the implementation of development cooperation from inception to evaluation.

The present study, financed by the European Union Civil Society Fund II (EU-CSF II) and the Civil Society Support Programme (CSSP), represents the third mapping of NSAs in Ethiopia. CSF II and CSSP are sponsoring the update mapping study with a firm conviction that there is a significant change since the 2008 mapping, and in anticipation of getting essential information to guide the implementation of on-going and forthcoming programmes. In terms of context, the present study is undertaken five years after a major regulatory change (i.e., the initiation and coming into force of Proclamation No. 621/2009) that has ramifications for CSOs’ operations. Moreover, different NSAs and NSA networks came into being; separate regulatory regimes have been instituted to regulate different NSAs; and multiple donor agencies


have been supporting various NSAs in the course of time. Before presenting the results of the present update mapping, attempts are made to provide a brief account of the trends in the non-state actors sector in some chronological order so that the readers would understand the context and the historical dynamics.

1.2 Trends in the civil society sector

1.2.1 Charities and societies

After the 2008 NSAs mapping study the landscape for NSAs has changed radically following the adoption of the 2009 Charities and Societies Proclamation (CSP), which has brought a significant departure from the decades-old laws governing the majority of NSAs in the country. The enactment of this legislation can be seen both as an opportunity and a challenge for the sector. Generally, government laws play an important role in ensuring and strengthening the legitimacy, accountability and transparency of NSAs, which were long recognised as major deficiencies of the sector. The CSP requires charities and societies, among others, to provide detailed reports and information regarding their activities, financial status, structure and governance. The law clearly recognises the rights of charities and societies to establish a consortium as well as engage in income generating and fundraising activities, albeit restrictive conditions which will later be discussed in some detail.

On the negative side, the law has brought unprecedented impacts on the operation of human rights and policy advocacy organisations by restricting their access to foreign funds. A significant number of human rights and advocacy organisations were forced to change their mandate to service delivery. The different directives issued by the Charities and Societies Agency have also posed serious challenges for the effective operation of charities and societies, including consortia. A detailed discussion on the impact of the Proclamation and the directives will be provided under section 2 of this study.

1.2.2 Cooperatives

Different scholars wrote that the principles of cooperatives have existed in different forms in the various cultures/societies of Ethiopia. Such institutions (e.g., debo, jigge, wonfel, iddir, iqub, senbete) bring people together to share labour, save money or other societal problems. They have continued to exist until today both in rural and urban areas. It seems that the modern cooperative system started during Emperor Haile Selassie’s reign when the Cooperative Decree 44/1961 and Proclamation 241/1966 were issued. Both were essential for the legal recognition of the cooperatives. Except for few urban cooperatives, most of them were in rural areas.

As their history shows, cooperatives were highly susceptible to political intervention, and hence affected with the change in the political system of the country. The Dergue (also Derg) abolished all the cooperatives established during the Emperor’s period. Four years after coming into power, the Dergue enacted a new Proclamation (No.138/1978), which forced cooperatives to operate in line with socialist principles wherein production and marketing of produce were undertaken through collective mechanisms. In addition, membership was made compulsory and hence all
farmers became member of cooperatives by the operation of the law. For this reason, the number of cooperatives in the country increased. The mixed economy policy, which was introduced during the last period of Dergue, brought a chance for members of cooperatives to decide on the fate of their association, and accordingly most of the cooperatives dissolved within a very short period of time.

Following the change in the political environment in 1991, cooperative institutions had to undergo serious challenges including destruction and looting of their property as expression of political dissatisfaction of the previous regime. In fact this is the result of involuntary membership and lack of democratic governance in the administration of the cooperatives. It was in 1994 that the current government enacted another Proclamation (No. 85/95) to reorganize agricultural cooperatives. This proclamation established the Cooperative Desk in the Prime Minister’s office and in the respective Regional Council offices as well as in the Regional Cooperative Bureaus. The 1995 Cooperatives’ Proclamation was amended twice by Proclamations No. 147/1998 and 402/2004. In addition to such proclamations, the current government of Ethiopia has formulated a five-year cooperative development programme, which recognises the contribution of cooperatives to economic and social development, food security and poverty reduction in Ethiopia.

1.2.3 Religious organisations

There are different religious organisations in Ethiopia. There is no specific legislation governing faith-based organisations in Ethiopia except an aborted attempt by the government to include them into the jurisdiction of the 2009 Charities and Societies Proclamation. The 1960 Civil Code of Ethiopia recognises the Ethiopian Orthodox Church as a legal person that “can have and exercise, through its organ all the rights which are vested in it by the administrative law”\(^{17}\). Accordingly, all other religious organisations are legally required to get registered to acquire legal personality. Until 2009, religious organisations, mostly Protestant Christians, used to be registered by the Ministry of Justice and this power was transferred to the Ministry of Federal Affairs following the adoption of the CSP. Mandated by the Ministry of Federal Affairs, currently the ChSA is registering religious organisations.

1.2.4 Chamber of commerce

The first chamber of commerce was established in 1947 by Legal Notice No. 90/47, following the economic crises the country faced immediately after end of the Italian occupation. The establishment of the chamber was pushed by economic factors such as scarcity of cotton, yarn and wool. The Legal Notice clearly defined the roles and functions of the chamber and stipulated membership to be mandatory. In 1971 the chamber had branches in Asmara, Dire Dawa, Gondar, Jimma and Nazareth. Following a change in government in 1974, another Proclamation (No. 148/78) was promulgated and membership including of business organisations continued to be

\(^{17}\) Article 398 of the 1960 Civil Code of Ethiopia
mandatory. The chamber was reorganized according to the economic policy of the socialist government.

Following the change of government in 1974, Proclamation No. 148/74 was enacted that declared membership of business entities mandatory and restructured the chamber in line with the command economic policy adopted by the then administration. In 2003, the incumbent government promulgated Proclamation No. 341/2003 with a view to reorganizing the chamber of commerce, and accordingly the chamber was renamed as Ethiopian Chamber of Commerce and Sectoral Associations (ECCSA). ECCSA is an apex organisation of chambers and sectoral associations in Ethiopia. It has eighteen members including nine regional chambers of commerce and sectoral associations, two city chambers of commerce and sectoral associations, one national chamber of commerce, and six sectoral associations organized at national level.

1.2.5 Micro and small enterprises (MSE)

The Ethiopian Micro and Small Enterprises Development Agency (MSEA) was established by Regulation No. 201/2011 of the Council of Ministers. According to the new Small and Micro Enterprises Development Strategy of Ethiopia (published 2011), the working definition of MSEs is based on capital and labour.\textsuperscript{18} It was only in 1996/97 that the National Micro and Small Enterprise Strategy was developed by the government although due attention was given at the end of 2004. The process and the outcome of the 2005 national election have played their own role in accelerating the growth of MSEs. The active participation of the youth in the election process coupled with the unemployment rate in major urban areas forced the government to reinvigorate the effective implementation of the existing policy and legal frameworks concerning the sector. Until 2005, the national strategy was implemented by the Federal MSE Development Agency organized only at national level. Because of this, it was very difficult to make the strategy practical, especially in delivering business development services for MSE operators.

MSEs play a decisive role in contributing to employment generation, poverty reduction and the opening of wider distribution of wealth and opportunities. However, they have faced a number of constraints including, but not limited to, lack of access to markets, finance, business information; lack of business premises; low ability to acquire skills and managerial expertise; low access to appropriate technology and poor access to quality business infrastructure.\textsuperscript{19} To resolve these problems, the government is assisting MSEs in different ways, including working premises with lowest lease price, product display centres with least leasing price, technical and business management training, counselling service, loan provision, market linkage particularly with government development programmes (e.g. housing development), exhibition and trade fair organisation, and access to technology. It is common to hear complaints from other business

\textsuperscript{18} Accordingly, a micro enterprise would have five workers, including the owner, and a maximum capital of Birr 50,000 for engagement in the service sector and Birr 100,000 in the case of industrial sector (Art 2:1). Likewise, a small enterprise would have 6 to 30 workers, including the owner, and a maximum capital of Birr 100,000 for service sector business and Birr 1,500,000 for industrial sector works (Art 2:2).

\textsuperscript{19} Hannah K. Hallu. 2010. Success Factors in Micro and Small Enterprises Cluster Development: Case of Gullele Handloom Clusters in Ethiopia, p. 11.
groups claiming that the favouritism approach of the government towards MSEs may create an imbalance in the market.

1.3 Objectives of the study
The overall objective of this update mapping is to contribute to the strengthening of the role of NSAs in the national development and the democratisation process of Ethiopia. The specific objectives include the following:

- Map NSAs by typology, geographic distribution, and thematic coverage with the view to generate basic information about the number of NSAs operating in the country, the scope and scale of operation, the locations of engagements, and the types of beneficiaries.
- Explore the engagement of NSAs and resource bases to understand NSA activities, alignment with government goals, the amount of funds mobilised, and the contribution to the country’s development and the democratisation process.
- Examine NSA cooperation/collaboration and dialogue amongst the various typologies, with government agencies, amongst NSAs, with development partners, and with the private sector.
- Investigate the operational challenges and limitations (regulatory, resource, technical, organisational, etc.) of different NSA typologies and their coping strategies.
- Identify the emerging trends in the civil society sector with the view to capture the drivers of NSA activities; the implication of changes in the regulatory regime; the hard-to-reach issues, groups and NSAs; innovative approaches; etc.

1.4 Research methods
The NSA update mapping study employed two distinct study approaches (desk review and fieldwork) and three qualitative data collection methods (interviews, focus group discussions, and feedback sessions held in the research sites). The very nature of the data sought for the present study does not necessarily require quantitative survey per se. However, the report benefited from statistical data obtained from federal and regional offices and NSAs.

1.4.1 Desk review
Prior to the fieldwork, the study team was engaged in a desk research (review of available and relevant literature and documents). The reviewed materials were archival documents, activity/progress reports, policy and legislative documents, and research reports. The registry of the Charities and Societies Agency was examined to get information on CSOs defined by the government as charities and societies, particularly on their geographical distribution, areas of focus, target groups, major donors, sources of funding, resource mobilisation activities, employment, etc. Moreover, the reports of donors (mainly engaged in supporting NSAs) and the consortia of NSAs (namely, Consortium of Christian Relief and Development Association (CCRDA), Resource Center for Civil Society Group Association (RCCSGA) were reviewed. Policy and legislative documents, such as proclamations, regulations, guidelines, and directives as well as the Growth and Transformation Plan (GTP) and the Millennium Development Goals
(MDGs) documents were consulted. Moreover, published and unpublished research reports of CCRDA, Tracking Trends in Ethiopia’s Civil Society (TECS), and papers that concern the NSA sector were examined. A report that resulted from the desk review was submitted to the Client.

1.4.2 Fieldwork

**Research sites.** The mapping study was undertaken in all nine regional states and the two city governments. The team leader, Dr. Gebre Yntiso, carried out the study in Oromia Region, SNNPR, and Gambella Region. While Ato Kelkilachew Ali covered Afar, Harari and Somali Regions as well as the Dire Dawa City Government, Ato Debebe Hailegebriel undertook the study in Tigray, Amhara, and Benishangul-Gumuz Regions as well as Addis Ababa (with some help from Ato Kelkilachew in Addis Ababa).

**Data collection.** Data were collected through interviews, focus group discussions, and feedback workshops. In each region, interviews were conducted with numerous representatives of civil society organisations and relevant government institutions. A total of 238 people (193 men and 45 women) participated in the interviews. The criteria for selection of informants for interviews included differences among NSAs (e.g., in category, performance, etc.) and their uniqueness (e.g., working on hard-to-reach groups, innovative intervention, new form actors, etc.). Besides, 11 focus group discussions (FGDs) were organized in the nine regions and the two city governments, and 91 CSO representatives (73 men and 18 women) participated in the FGDs. The fieldworks in each region culminated with validation workshops aimed at soliciting feedback from the representatives of CSOs and government institutions who participated in the research as informants. Accordingly, eight feedback sessions were held, mostly one workshop per region. Moreover, a national validation workshop was organized in Addis Ababa on 17 December 2014, and it was attended by government and CSO representatives from all nine regions and the two city governments as well as representatives of donor programmes based in the capital. Comments raised during the final workshop are incorporated into this final version of the report.

**Data analysis.** Upon completion of the fieldwork and after exhausting the document review process, the data collected through different techniques were organized thematically in accordance with the objectives of the study. Data obtained through FGDs and interview techniques were triangulated (compared and contrasted) with information and data obtained from secondary sources for the purpose of authentication. The process of data compilation, analysis and interpretation was followed by the production of this final report.
Table 1: Participants of interviews, FGDs, and feedback sessions

<table>
<thead>
<tr>
<th>Region</th>
<th>Number of Key Informants</th>
<th>FGD Participants (1 per Region)</th>
<th>Feedback Session Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>State Actors</td>
<td>NSAs</td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>Total</td>
</tr>
<tr>
<td>1 Addis Ababa</td>
<td>3</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>2 Oromia</td>
<td>6</td>
<td>3</td>
<td>9</td>
</tr>
<tr>
<td>3 Amhara</td>
<td>11</td>
<td>1</td>
<td>12</td>
</tr>
<tr>
<td>4 SNNP</td>
<td>9</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>5 Tigray</td>
<td>12</td>
<td>3</td>
<td>15</td>
</tr>
<tr>
<td>6 Gambella</td>
<td>8</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>7 Benishangul-Gumuz</td>
<td>12</td>
<td>0</td>
<td>12</td>
</tr>
<tr>
<td>8 Afar</td>
<td>7</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>9 Somali</td>
<td>11</td>
<td>0</td>
<td>11</td>
</tr>
<tr>
<td>10 Harari</td>
<td>12</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>11 Dire Dawa</td>
<td>7</td>
<td>2</td>
<td>9</td>
</tr>
<tr>
<td>Total</td>
<td>98</td>
<td>16</td>
<td>114</td>
</tr>
</tbody>
</table>

1.5 Organisation of the report

Apart for the executive summary and the recommendation parts presented above, the 2014 NSA update mapping report is divided into two major parts: the combined main report and the regional reports on which the main report is based.

Part 1: Combined report

Section 1: The introductory section, which is presented above

Section 2: The regulatory frameworks that covers the laws governing the various NSAs

Section 3: Donor roles and profiles devoted to the presentation on donorsupport/arrangements

Section 4: Typologies and distributions of NSAs that provides facts about the categories of NSAs, geographic distribution of CSOs, and thematic distributions of CSOs’ projects

Section 5: The contributions of NSAs to development and democracy with the focus on the key roles that CSOs played towards attaining the GTP and MDGs

Section 6: The relationships/collaborations of CSOs with the government, with other CSOs, with the private sector, and donor agencies

Section 7: The innovative approaches that some CSOs pursued to ensure operational efficiency, resource mobilisation capacity, and sustainability of projects

Section 8: The operational challenges and limitations encountered by CSOs.
Part 2. Regional reports

Section 9: Addis Ababa City Government
Section 10: Afar Region
Section 11: Amhara Region
Section 12: Benishangul-Gumuz Region
Section 13: Dire Dawa City Government
Section 14: Gambella Region
Section 15: Harari Region
Section 16: Oromia Region
Section 17: Southern Nations, Nationalities and Peoples Region
Section 18: Somali Region
Section 19: Tigray Region
2. Regulatory frameworks

2.1 Characteristics of the operational environment for NSAs in Ethiopia

Government laws and policies can either encourage or hinder the activities of NSAs, and the government can use them to “direct their activities, to tax them, to allow them access to funds (public, private, and foreign), to require them to report, to audit them, and to involve them, or refuse to involve them, in government projects and policies”\(^{20}\). In other words, laws and practices affect and shape the capacities of CSOs to engage in development. Consequently, the legal framework for NSAs has become one of the key criteria to assess the enabling environment for NSAs. As a matter of fact, there is no question on the power of the government to adopt policies and enact laws that regulate the activities of NSAs, but the question is to what extent such policies and laws are enabling to exercise freedom of assembly, including the freedom to establish associations, freely determine their operational mandate and provide access to fund and judicial recourse against administrative decisions. It should also be noted that the nature of freedom of assembly should be balanced with the accountability of CSOs towards their beneficiaries and the government, as there is no freedom of assembly without any limitation.

This section of the study deals with four governance areas with the intention to analyse the trends in governance, describe the legal and policy frameworks, and analyse the implications of the existing regulatory frameworks on the operation of NSAs. The first part aims at providing general background information on the historical development of NSAs governance in Ethiopia, while the second and the third part discuss the existing legal and policy frameworks governing NSAs. Finally, the impact of the current legal framework, particularly the 2009 Charities and Societies Proclamation will be discussed; examining how and to what extent this law affects the operational environment of CSOs in the country.

2.2 Existing regulatory frameworks

The operation of NSAs is affected by various laws and policies as well as by their practical application. There is no question on the need to regulate the activities of NSAs, although there are differences from country to country on how they have to be regulated and the extent to which this should be done. Such regulatory systems are necessary not only to ensure the accountability of NSAs but also to safeguard the freedom of association. They also enhance the trust and confidence of the public in the work of NSAs. Under this section laws and policies that have ramifications on the effective operation of NSAs will be discussed. The discussion focuses on NSAs governed by the Charities and Societies Proclamation (CSP), laws of regional states, the 1960 Civil Code of Ethiopia, and different specialized sets of laws.

Substantive and procedural laws such as the CSP, the Charities and Societies Regulation (CSR) and different directives and guidelines have recently been developed by the federal government specifically for the regulation of the first group of NSAs mentioned above. Trade unions and business associations have their own special legislations, which include the Labour Proclamation

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No. 377/2003, Chamber of Commerce and Sectoral Association Establishment Proclamation No. 341/2003, Proclamation No. 691/2010 enacted to redefine the powers and duties of the executive organs of the Federal Democratic Republic of Ethiopia. In addition to these sector specific legislations, there are also laws, which directly or indirectly affect the operation of NSA. The following are some these laws:

- Mass Media and Access to Information Proclamation No. 590/2008;
- Broadcasting Services Proclamation No. 533/2007
- Anti-Terrorism Proclamation No. 652/2009
- Income Tax Proclamation No. 286/2002
- Income Tax regulation No. 78/2002

Ethiopia is also a signatory to different international and regional treaties, which guarantee freedom of assembly or require the effective participation of NSAs in the development and democratisation processes of the country. In this regard one can mention the following key instruments: the International Convention on Civil and Political Rights, the African Charter on Human and Peoples’ Rights (ACHPR), the Cotonou African, Caribbean and Pacific (ACP- EU) Partnership Agreement Proclamation No. 524/2007, the African Charter on Democracy, Elections and Governance, Extractive Industries Transparency Initiative (EITI), etc. According to Article 9 of the FDRE Constitution, these international treaties are integral part of the laws of the country.

Concerning NSAs policy frameworks, there is no specific policy document that deals with the operation of NSAs in the development and democratisation process of the country. Similarly, the current Growth and Transformation Plan (GTP) does not explicitly address the role of civil societies. Unlike the GTP, the Plan for Accelerated and Sustainable Development for Eradication of Poverty (PASDEP) framework identified NSAs as important actors in development, albeit the focus was on membership-based CSOs. It accorded due recognition to the role of mass-based CSOs in facilitating interaction, and mobilizing groups and communities to participate in social, economic and political activities and in helping promote good governance, human rights, and the development of democratic institutions as new structures evolve.  

The role of NGOs in mobilizing external resources of finance to address the anticipated resource gap for the implementation of development plans has also been recognised by PASDEP.

### 2.2.1 The FDRE Constitution

The regulatory framework for NSAs in Ethiopia has its basis in the Federal Constitution. The Constitution, which came into force in 1995, recognises a wide range of ‘participation rights’ designed to enable meaningful participation in political, social, economic and cultural life. One among these rights is ‘freedom of association’ which is guaranteed to every person for any cause.

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21 PASDEP, pp. 176-177 and PASDEP, p. 185
22 PASDEP, p. 211
or purpose. While guaranteeing the right vehemently, the Constitution which is the supreme law of the land does not make any distinction as to the nature of the purpose for which associations can be established except, of course, as to its lawfulness. In addition, the constitution guarantees this right for “every person” again without making distinction related to nationality, race, sex or religious background. While guaranteeing freedom of association the Constitution has taken liberal and universal approaches rather than restrictive and nationalistic approaches.

2.2.2 International treaties and human rights instruments

Article 13(2) of the Constitution identifies the Universal Declaration of Human Rights (UDHR) and other international human rights instruments ratified by Ethiopia such as the International Covenant on Civil and Political Rights (ICCPR) and International Covenant on Economic, Social and Cultural Rights (ICESCR) as standards of interpretation as regards the human rights chapter in the Constitution. In addition, Article 9 of the same Constitution makes international treaties ratified by the country an integral part of the law of the land. Therefore, international treaties, which are ratified by Ethiopia and pertinent to freedom of association need to be considered while discussing the legal framework for NSAs. Ethiopia has ratified key human rights instruments, which are important to freedom of association such as the ICCPR, ACHPR and the African Charter on Democracy, Election and Governance. The FDRE Constitution has also given explicit recognition to the application of the Universal Declaration of Human Rights (UDHR), which declares the right of every person to freedom of peaceful assembly and association, and not to be compelled to belong to an association. Similarly, Article 22 of International Covenant on Civil and Political Right (ICCPR) guarantees the rights of everyone to freedom of association with others. It further provides for the situation wherein restrictions can be placed on freedom of association. Accordingly, states may place restriction on freedom of association only by enacting laws, and “the restriction must be necessary in a democratic society in the interest of national security or public safety, public order, the protection of public health or morals or the protection of the rights and freedoms of others”. Therefore, no restriction may be placed on freedom of association other than on these grounds.

The African Charter on Democracy, Elections and Governance, which was adopted in Addis Ababa, Ethiopia on 30 January 2007 and came into force in February 2012, can be considered as a decisive milestone in promoting the role of NSAs in areas of democracy, election and governance. Article 12 of this Charter calls for state parties to “create conducive conditions for civil society organisations to exist and operate within the law”. It also requires state parties to commit themselves to “fostering popular participation and partnership with civil society organisations” in order to advance political, economic and social governance. Ensuring and promoting strong partnerships and dialogue between the government, civil society and the

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23 Article 31 of the FDRE Constitution
24 Article 20 of the UDHR
25 Article 22(2) of the ICCPR
26 Article 27(2) of the Charter
private sector is another obligation imposed on state parties to the Charter. Ethiopia was the second African country to ratify this Charter in December 2008. Accordingly, the Ethiopian government is expected to create a conducive environment for NSAs and foster partnership and dialogue with them in areas of political, economic and social governance.

Ethiopia is also one of the ACP countries, which have signed the ACP-EC agreement commonly known as the Cotonou Agreement. As stated under Article 1 of the agreement, one of the primary objectives of the partnership is to build institutional frameworks necessary for the emergence of an active and organized civil society. The agreement which considers participation as one of the cardinal principles calls upon contracting parties to include civil society organisations into the mainstream of political, economic and social life. Specifically, Article 7 of the ACP-EC Agreement has put emphasis on the need to build the capacity of civil society organisations including community based organisations and NGOs to enhance their contribution to development.

2.2.3 Charities and Societies Proclamation

The provisions of the 1960 Civil Code and the 1966 Internal Security Act issued by the then Ministry of Interior were used to govern the establishment and operation of the whole range of NSAs in Ethiopia for a long period of time. On January 6, 2009, the Charities and Societies Proclamation (CSP) No. 621/2009 was adopted by the federal government. As stated in the preamble of the same proclamation, the legislation has two objectives: ensuring the realization of citizens' right to association and facilitating the role of charities and societies in the overall development of Ethiopian peoples.

This law has introduced radical changes in the regulation of NSAs in Ethiopia. It classifies NSAs into two broad categories: charities and societies. Charities are institutions established exclusively for charitable purposes and providing public benefit. Under this category, the law recognises four types of charities: charitable endowments, charitable institutions, charitable trusts, and charitable societies. Societies, on the other hand, are associations or persons organized on a non-profit making and voluntary basis formation for the protection of the rights and interests of their members, to undertake other similar lawful purposes and to coordinate with institutions of similar objectives. Therefore, the main difference between the two categories lies in the benefits of their targets. While charities are established for the benefits of others, societies are established mainly to promote and protect the interests of their members. The CSP

27 Proclamation to Provide for the Regulation and Registration of Charities and Societies, No. 621/2009 (CSP)
28 Article 14 of CSP
29 A charitable endowment is an organisation through which certain property is perpetually and irrevocably designated by donation or will or the order of the agency for a purpose that is solely charitable (Article 16 of the CSP). A charitable institution is a charity formed by at least three persons exclusively for charitable purposes (Article 27 of the CSP). A charitable trust is an organisation by virtue of which specific property is constituted solely for a charitable purpose to be administered by persons, the trustees, in accordance with the instructions given by the instrument constituting the charitable trust (Article 30 of the CSP). A charitable society is a society, which is established for charitable purposes (Article 46 of the CSP).
30 Article 55 of CSP
singles out one form of society, namely “mass-based societies”, which include professional associations, women’s associations, youth associations and other similar Ethiopian societies.  

Based on their place of establishment, their sources of income and composition of their members, charities and societies are further divided into three legal designations: Ethiopian Charities or Societies, Ethiopian Resident Charities or Societies and Foreign Charities. These organisations may not use foreign funds to cover more than 10% of their operational expenses. Organisations that receive more than 10% of their resources from foreign sources or whose members include Ethiopian residents are designated as Ethiopian Resident Charities or Societies. Foreign Charities, on the other hand, are those formed under the laws of foreign countries, or whose membership includes foreigners, or foreigners control the organisation, or the organisation receives funds from foreign sources. In terms of operational freedom, only Ethiopian Charities have the freedom to engage in any kind of activities including advocacy activities as listed under Article 14(j-n) of the CSP. In other words, charities and societies that are using more than 10% of their funds from outside are not allowed to engage in activities, which are listed under Article 14(j-n).

The CSP is intended to apply against charities and societies that operate in more than one regional state, charities or societies operating in the city administration of Addis Ababa or Dire Dawa or foreign charities and Ethiopian resident charities and societies.

Under the CSP, registration is indicated as a mandatory requirement for charities and societies to legally exist and operate. Accordingly, charities and societies are expected to submit their applications for registration within three months of their formation. The CSP also provides the requirements as well as the procedures for registration. As stipulated by the CSP, foreign charities are required to pass through different processes including getting a recommendation from the Ministry of Foreign Affairs. Once registered, charities and societies are required by law to submit to the CSA regular financial and activity reports as well as to disclose their

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31 Article 2(5) of the CSP  
32 Article 2 of CSP  
33 Article 2(2) of the CSP  
34 There is some discrepancy between the Amharic and English versions of this provision of the CSP. The English version refers to using funds received from foreign sources while the Amharic version refers to receiving foreign funds. This, however, does not appear to be relevant to the issue at hand.  
35 Article 2(3) of the CSP  
36 Article 2(4) of the CSP  
37 These include the advancement of human and democratic rights, the promotion of equality of nations and nationalities and peoples and that of gender and religion, the promotion of the rights of disabled and children’s rights, the promotion of conflict resolution or reconciliation, and the promotion of the efficiency of the justice and law enforcement services.  
38 Article 65 of the CSP  
39 Article 68(3)
members and their bank account details. In addition, charities and societies are required to renew their licenses every three years.

In the event of misconduct, the CSA may take a range of measures including suspension of officers, restricting the organisation’s financial dealings, or order for the retention of property. The CSP also provides for more stringent enforcement mechanisms such as suspension and cancellation of license, which is potentially leading to the dissolution of the charity or society as well as to civil and criminal liabilities. Charities and societies may seek for an administrative appeal against the decision of any regulatory body. However, except Ethiopian charities and societies, no other charities and societies are allowed to lodge judicial appeal. The Charities and Societies Board is the final appellate body to review administrative decisions.

2.2.4 Charities and Societies Regulation

The CSP provided for the mandate of the Council of Ministers to enact regulations to give effect to the provisions of the proclamation. Accordingly, the Council of Ministers also issued the Charities and Societies Council of Ministers Regulation (CSR) No.168/2009.

In terms of scope, the regulation mainly focuses on procedural matters pertaining to the registration of charities and societies and their obligations in terms of reporting and communications to the agency. The CSR also provides for administrative matters such as the payment of fees for services provided by the CSA. Generally, the regulation elaborates on the substantive provisions of the CSP and puts procedural standards and rules for their implementation in place.

According to Article 22(2) of the CSR, mass-based societies may not be obliged to submit annual activity reports to the agency. On the other hand, other forms of charities and societies are required not only to submit annual activity and financial reports, but also to operate within a year towards accomplishing their objectives. If a charity or society fails to implement projects for two consecutive years, the agency may cancel its license.

2.2.5 Charities and Societies Agency Directives

Both the CSP and the CSR recognise the power of the CSA to issue directives necessary for the proper administration of charities and societies. Accordingly, the CSA has issued a series of directives on important areas of the operation of charities and societies. These are:

2. The Directive to Determine the Operational and Administrative Costs of Charities and Societies No. 2/2011

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40 Articles 77-83 of the CSP  
41 Article 102  
42 Article 104 of the CSP  
43 Article 109 of the CSP and Article 5 of Proclamation No. 471/2005, the latter defining the generic mandate of the Council of Ministers to issue regulations  
44 Part II: Registration, CSR; and, Part III: Reports and communications, CSR
3. The Directive to Provide for the Establishment and Administration of Charitable Committee No. 3/2011
5. The Directive to Provide for Public Collection by Charities and Societies No. 5/2011
6. The Directive to Provide for the Liquidation, Transfer and Dissolution of Properties of Charities and Societies No. 6/2011
7. The Directive to Provide for Income Generating Activities by Charities and Societies No. 7/2011
8. The Directive to Determine the Particulars of the Audit and Activity Reports of Charities and Societies No. 8/2011

2.2.6 Labour Proclamation
This Proclamation is important in the administration of trade unions and employers’ associations. Trade unions can be established by ten and more workers found in an undertaking, and no worker may belong to more than one trade union at any given time for the same employment. The Ministry of Labour and Social Affairs is made responsible to register and supervise trade unions. Although the Ministry of Labour and Social is mandated to supervise the operation of trade unions, the power to cancel the registration of the unions is given to the court. Accordingly, the Ministry has to apply to the court to cancel the certificate of registration of the union. In addition, the grounds for the cancellation of the certificate are very limited and mainly associated with the objective of the union.45

2.2.7 Chambers of Commerce and Sectoral Association Establishment Proclamation
This Proclamation was adopted in 2003 with the main objectives of providing different services to the business community; safeguarding the overall rights and benefits of their members; promoting and publicize products and services of the country; enhancing trade and investment of the country; and serving as a bridge between the business community and the Government. The proclamation has established the Ethiopian Chamber of Commerce and Sectoral Association (ECCSA) which is having a council, board of management and president, vice president and secretary. The following constitute membership of the ECCSA. Representatives of Regional Chambers of Commerce and Sectoral Associations;

- Representatives of the Chamber of the National Sectoral Associations; and
- Representatives of City Chambers of Commerce and Sectoral Associations.

45 Article 120 of the Labour Proclamation
Currently the chamber has eighteen members including nine Regional Chambers of Commerce and Sectoral Associations, two City Chambers of Commerce and Sectoral Associations, one National Chamber of Commerce, and six Sectoral Associations organized at the national level.

2.2.8 Electoral Law of Ethiopia Amendment Proclamation

This law mandated the National Electoral Board of Ethiopia (NEBE) to issue licenses, supervise and follow NSAs engaged in civic and voter education. In addition, the board is entrusted with the power of issuing permissions for organisations interested in observing the election process. Accordingly, NSAs can provide voters’ and civic educations only upon the permission of the board. In addition, a NSA receiving permission to provide voter education in an election shall not participate in observation of the same election.

2.2.9 The Income Tax Proclamation and Regulation

The tax regime is an important area while dealing with the regulatory frameworks of NSAs. In Ethiopia, NSAs are exempted from income taxation on money or other items of value received from donors and regular membership dues, if any. As NSAs are not established for gain or making profit, their income is not in the list of “taxable income” and hence they are exempted from income taxation. In addition, the Income Tax Proclamation and Regulation provided for the possibility of tax deductions for donations or gifts made to registered CSOs. However, NSAs are expected to pay different transaction taxes such as value added tax (VAT), turnover tax, and excise tax depending on the nature of the business. They are also expected to pay profit tax just like any other business organisation if they engage in income generating activities.

2.3 Regional laws

With the exception of the Amhara National Regional State, no other region has enacted a special law to govern the activities of CSOs in their respective region. In the absence of such laws, the application of the provisions of the 1960 Civil Code of Ethiopia on associations will continue their operation. The Amhara National Regional State enacted Proclamation No. 194/2012 and Regulation No. 117/2013 to register and administer charities and societies established to operate only in the region. Except in few areas, this proclamation is pure replica of the charities and societies legislations of the federal government. To mention some of the differences, the federal CSP provides for the establishment of a body called Charities and Societies Board while the Amhara Regional State Proclamation doesn’t have such body. Article 98 of the Amhara Regional State Proclamation calls for the establishment of a Commission of Grievance Hearing mandated to investigate complaints raised on the administration of charities and societies while we do not find such body in the federal CSP. In both laws appeal to the regular court against administrative decision by aggrieved Ethiopian charities and societies is made possible but there is a difference as to the level of courts. In the federal CSP the appeal can be lodged at a High Court level which

46 Article 7(4) and (5) of the Amended Electoral Law
47 Ibid, Article 90(4)
49 Article 11 of the Tax Regulation
will give the appellant another layer of appeal to the Supreme Court. However, in the Amhara Regional State proclamation an appeal can be lodged to the Supreme court which made it impossible for a second appeal.

2.4 Impacts of the Charities and Societies Proclamation

This section of the study attempts to provide analysis on the impacts of the Charities and Societies Proclamation (CSP) on the operational environment of charities and societies. From the different discussions the study team has made with representatives of government offices and the different charities and societies it has been observed that the law has brought both positive and negative impacts on the sector. In addition, the impact of the legislation is not the same across the board but varies from organisation to organisation depending on the legal establishment of the organisations such as service delivery charities, human rights organisations, networks, mass-based organisations and local development organisations.

The CSP is expected to play an important role in ensuring and strengthening the legitimacy, accountability and transparency of charities and societies, which have been identified as major deficiencies of the sector. It requires charities and societies, among others, to provide detailed reports and information regarding their activities, financial status, structure and governance. The law clearly recognises the rights of charities and societies to establish consortia as well as engage in income generating and fund raising activities, albeit restrictive conditions. It is also believed that the law is playing an important role towards strengthening the partnership between the CSOs and their constituencies. It clearly sets the relationship between governing bodies and the secretariat of CSOs and made the latter to be accountable to the board and the general assembly.

On the negative side, the law has brought unprecedented impacts on the operation of human rights and policy advocacy organisations by restricting their access to foreign funds. A significant number of human rights and advocacy organisations were forced to change their mandate to service delivery. The different directives issued by the Charities and Societies Agency (CSA) have also posed serious challenges for the effective operation of charities and societies including consortia. As indicated in the following table, a significant number of CSOs (32%) were not able or lacked the interest to renew their license. The table shows that the Ethiopian charities and societies, which have limited access to foreign funds constitute the highest number in the category of CSOs that failed to renew their license.
Table 2: CSOs failed to renew their license as of September 2014

<table>
<thead>
<tr>
<th>SN</th>
<th>Type of CSOs</th>
<th>Registered</th>
<th>License Not Renewed</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Ethiopian charities</td>
<td>114</td>
<td>56</td>
<td>49.1</td>
</tr>
<tr>
<td>2</td>
<td>Ethiopian societies</td>
<td>356</td>
<td>178</td>
<td>50</td>
</tr>
<tr>
<td>3</td>
<td>Ethiopian resident charities</td>
<td>2019</td>
<td>626</td>
<td>31.1</td>
</tr>
<tr>
<td>4</td>
<td>Ethiopian resident societies</td>
<td>105</td>
<td>48</td>
<td>45.7</td>
</tr>
<tr>
<td>5</td>
<td>Foreign charities</td>
<td>352</td>
<td>50</td>
<td>14.2</td>
</tr>
<tr>
<td>6</td>
<td>Consortia</td>
<td>53</td>
<td>11</td>
<td>20.8</td>
</tr>
<tr>
<td>7</td>
<td>Adoption Agencies</td>
<td>58</td>
<td>1</td>
<td>1.7</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>3057</td>
<td>970</td>
<td>31.74</td>
</tr>
</tbody>
</table>

Source: TECS Information Update 5

**Challenges.** Despite the increased involvement of CSOs/NGOs in the development process, during recent years one could witness the shrinking of space given for CSOs/NGOs at the global level through restrictive legislations. Demand for more accountability from the CSOs, resource competition between government and CSOs and the growing influence of the CSOs in political activities are some of the factors behind such moves. Accordingly, many countries have enacted laws to regulate and control the activities of CSOs and the regulations span from administrative hurdles to formulation of restrictive laws, intimidation and criminalization of civil society actors.\(^5^0\) As a matter of fact, these legislations have common characteristics in that they provide relatively fewer restrictions for NGOs working in service delivery or on government-endorsed programmes than for those NGOs working on human rights and policy advocacy. This section of the study discusses some of the key challenges posed by the CSP and its subsidiary legislations.

**a) Project administration**

The theory of project management provides for the different stages of a given project including needs assessment and baseline, project design and implementation, monitoring and evaluation and learning. These stages have been identified as critical stages to ensure the quality of a given project and thereby the contribution of NSAs in the overall development process. They help to ensure that development activities are technically and institutionally feasible, prioritize development intervention, ensure sustainable outputs and encourage and improve the process of learning. This sub-section deals with the challenges posed by the existing legal framework on project administration.

**Needs assessment and baseline.** Different informants from government institutions accused NGOs of failing to provide priorities for community needs and bringing concrete results.

\(^5^0\) European Association of Development Institute (FADI) Policy Paper Series
Admitting this as one area of their weaknesses, informants from the NGOs tend to put the blame on the 70:30 directive, which classifies cost pertaining to needs assessment and baseline to be administrative cost. In fact, the directive discourages this kind of cost by classifying them as administrative cost. As commented by one informant, “to know the priority of the community you need to conduct needs assessment, and to measure your achievements you should have baseline information”.

**Monitoring and evaluation.** These are important stages in project management not only ensure the quality of development interventions but also to measure achievements and challenges. It is difficult to assess whether or not a given project is on the right track and to take appropriate measures without establishing an appropriate follow up mechanism. By classifying cost relating to project monitoring and evaluation as administrative cost, the 70.30 directive has affected the capacity of CSOs/NGOs to monitor and evaluate their projects. During the different focus group discussions held with CSOs/NGOs representatives, this issue has been identified as one of the challenges they are facing.

**Hard-to-reach.** CSOs/NGOs are blamed for not operating in remote areas where infrastructures are found to be poor. On the other hand, the 70:30 directive has put transport cost as administrative cost. As one informant from Benishangul-Gumuz regional state explains, “There are areas which are inaccessible due to poor infrastructure of the region and we have to cross other regional states to reach there. Due to the cost implication to travel there, we are not able to follow some of our projects”. On the same issue, it has been learnt that there are organisations, which were forced to cancel their projects from areas that have poor infrastructure and are far from the centre. This could be one of the possible reasons for the concentration of CSOs/NGOs in and around urban areas leaving remote areas that rather need more intervention.

**Audit services.** Payment for audit services has been classified as administrative cost while the ChSA itself requires the CSOs/NGOs to pass through a rigorous audit exercise different from the traditional auditing system. First, the organisations are required to make announcement on newspapers for the audit service paying advertisement fee. Second, the nature of the audit, which the ChSA demands, obliges the CSOs/NGOs to pay high amounts of money which are considered as administrative cost.

**b) Operational freedom**

Article 14(2)(j-n) of the CSP restricts participation in activities that include the advancement of human and democratic rights, the promotion of equality of nations and nationalities and peoples and that of gender and religion, the promotion of the rights of children with disabilities, the promotion of conflict resolution or reconciliation, and the promotion of the efficiency of the justice and law enforcement services to charities and societies that receive more than 10% of their funds from foreign sources. These restrictions have forced a significant number of CSOs/NGOs to change their mandate and their operational strategy. The study team has identified two areas, which have seriously affected the operational freedom of CSOs/NGOs: human rights and conflict transformation.
Human rights activities. The magnitude of the challenges faced by human rights organisations as compared to other organisations is incomparable. Immediately after the adoption of the legislation, a significant numbers of CSOs/NGOs were forced to change their mandate to service delivery. As indicated in the 2008 NSAs mapping study, the number of these associations has shown a sharp increase around and after the 2005 national election. Before the adoption of the legislation their number was estimated at 125, and this number went down significantly following the adoption of the CSP. Pioneer and prominent human rights organisations like Action for Professional Associations (APAP) have changed their mandate to service delivery, an area that is not in their expertise. Indeed, the road to organisations reregistered as human rights organisation was not as smooth as expected. The account of the two most prominent human rights organisations, Ethiopian Human Rights Council (HRCO) and the Ethiopian Women Lawyers’ Association (EWLA), was frozen by the order of the ChSA, arguing their money is mostly from foreign resources, which they are not allowed to use. Their administrative and judicial appeal against this decision was not successful. Due to the financial constraints, human rights organisations had to reduce their work force and areas of operation. For example, HRCO had to reduce its branch office from 12 to 3. These organisations continue to function based on support obtained from CSF II, ESAP 2, and local volunteers.

In 2012/13, a number of residents’ charities received warning letters from the ChSA for active engagement in gender equality (KMG Ethiopia and Progynist), promotion of human rights (Comunità Volontari per il Mondo, Addis Hiwot Community Development, Women Support Association and Hundee – Oromo Grassroots Development Initiative), promoting efficiency of the justice sector (Ethiopian Arbitration and Conciliation Centre), and promoting the rights of children (Rift Valley Children & Women Development Organisation).

Conflict transformation. In Ethiopia, international organisations and national civil society organisations play a crucial role in areas of conflict transformation, particularly in establishing and strengthening local peace committees. Organisations such as SOS Sahel, Mercy Corps, Pact Ethiopia and CARE Ethiopia were involved in capacity building for peace as well as facilitating peace forums. From the local CSOs, organisations such as Oromia Pastoralists Association (OPA), Ethiopian Pastoralist Research and Development Association (EParDA), Atwoyksi-Ekis Polatorialist Development Association (AEPDA), Action for Development, Civil Society Associations Resource Centre (CSARC), etc. However, due to the adoption of the CSP in 2009, most have ceased to participate in conflict transformation programmes, which has resulted in a dramatic loss of support for local peace committees.

Participating in regional and international forums. It is becoming a common and accepted practice for NGOs/CSOs to submit shadow or parallel reports before human rights treaty bodies. Ethiopia has signed different regional and international human rights instruments, and hence required to submit reports on the implementation of these treaties. Some Ethiopian NGOs that used to work on children’s and women’s rights had good experiences in submitting parallel reports to UN treaty bodies such as the Committee on the Convention on the Rights of the Child.
There was also a commendable initiation in 2009 by a group of human rights organisations, which has established a joint forum to submit parallel report on the 2009 Ethiopian report to the UN Human Rights Council of Universal Periodic Review (UPR). However, this initiation was aborted by the strike of the Charities and Societies Proclamation, and no parallel reports of CSOs were submitted from within Ethiopia on Ethiopia’s international human rights commitments. The Ethiopian Government has submitted its second cycle report under the UPR in March 2013, and following this, four Ethiopian human rights NGOs submitted their parallel reports forming a taskforce. This can be taken as a milestone for the NGOs to engage in such actions given the restrictive environment for human rights organisations in the country.

In 2010, Ethiopia’s application to become a member of the Extractive Industries Transparency Initiative (EITI) was rejected on the ground that Ethiopia’s Proclamation on Charities and Society would prevent civil society groups from being sufficiently independent to meaningfully participate in the process. Consequently, the country has to wait for four years (until March 2014) for its application to be reconsidered and admitted to the membership. Ethiopia has submitted its second application in 2013 emphasizing the positive aspect of the Charities and Societies Proclamation which should not be a bar to the countries admission to the initiatives. The government has also made a promise to engage in dialogue for the improvement of the CSOs legal environment to address challenges, if any.

**Professional associations.** In recent times, the legal status of professional associations has become contentious following the different stand of the ChSA towards these associations. For instance, the Ethiopian Bankers Association, Ethiopian Economic Association and Addis Ababa Women Entrepreneurs Association were initially registered by the ChSA as charitable societies. In 2013, however, the position of the ChSA concerning the legal status of these and other similar organisations has been changed. Accordingly, associations like the Ethiopian Bankers Association and Addis Ababa Women Entrepreneurs Association have been removed from the registry of the ChSA considering them as pure business associations, which cannot be covered by the CSP. On the other hand, associations like the Ethiopian Economic Association (EEA) are under heavy pressure by the ChSA to change their legal status to mass-based or Ethiopian societies, which is clearly an act against the spirit of the law and threatening freedom of association. There is no specific provision in the CSP obliging professional associations to be registered only as an Ethiopian society or mass-based association. As the legal documents of the EEA shows, this association was established not only to serve the interest of its members but also to contribute to the policy formulation and implementation process of the country, and this makes it a charitable society. It has the characteristics of “charity” as it works for the benefits of the general public and at the same time it has the characteristics of “society” as it promotes the professional interest of its members.

51 The Universal Periodic Review is a mechanism of reviewing the human rights records of all UN member states every 4.5 years.
52 These organisations were the Human Rights Council, Ethiopian Human Rights Services, Vision Ethiopia, Congress for Democracy and Centre for Legal Pluralism in Ethiopia.
c) Networking

The legal recognition provided by the CSP can be mentioned as one of the positive aspects of the CSP. The law recognises the rights of charities and societies to establish consortia to coordinate their activities. On the down side of this recognition, we find the unbearable restrictions posed by Directive Number 1, the directive issued to regulate the establishment of a consortium, and Directive Number 2, the directive issued to determine administrative and project costs. The two directives have exerted multi-dimensional impacts on the existence and operation of networks.

Apex organisation (network). Article 9 of the Consortium Directive No. 1, has become a serious obstacle for the establishment of an apex network organisation that can represent the sector and play an important role in the strengthening of a self-regulatory system. This directive prohibits cross membership, and hence organisations which are established as charities cannot establish a network with organisations which are established as societies, and networks of residents and foreign charities cannot have Ethiopian charities or societies as their members. Consequently, the different efforts made by the CSOs/NGOs to establish an apex body could not bring any result because of the divisive approach of the directive.

Network of networks. One form of establishing an apex body in the CSO sector is through establishment of a network of networks. In this regard, Directive No.1, which was issued for the Establishment of Consortiums, puts a very restrictive condition, which is tantamount to denial. According to the Directive, a network can establish a network of networks only if they can prove that they have no other choices to achieve their objectives. Due to this restriction, currently the country has only one network of networks, e.g. the Network of Networks of HIV Positives in Ethiopia (NEP+), which was established before the adoption of the CSP. Attempts made by network organisations such as CCRDA, PANE and others to establish a network of networks were not successful.

Role of network organisations. Although the Directive for Consortium recognises the role of network organisations in building the capacity of their members, voicing their common challenges, facilitating sharing of experience and information, and enhancing the ethical and professional standards of their members, the Directive issued to determine Administrative and Project Cost (the 30:70 guideline) undermined these roles and networks now became fundraisers. In contradiction with the provision of the Directive for the establishment of Consortium, the 30:70 Directive failed to consider the traditional roles of networks as project activity, and defined all of their costs as administrative, which can be drawn from members’ contributions or from the 30% share of their members of the money mobilised by the consortia. Representatives of some consortia also reported to have lost member organisations due to the restrictions imposed by the directive on consortium, such as the prohibition of cross membership.

d) Access to foreign fund

The 30:70 directive not only undermined the traditional role of network organisations, but also put a severe restriction on their capacity to access fund. By this directive, networks are required
to channel the funds they mobilised to their members and they are allowed to get only a share from the 30% administrative cost of their members. Contribution of members is also indicated as another source of fund for network organisations. However, since this contribution is considered as administrative cost of member organisation, they do not want to contribute to the network to minimize their administrative cost. The directive has already put a long list of administrative cost, and adding membership contribution to this list has become a burden to member organisations. In connection to this challenge, an informant from one of the network organisations in Addis Ababa states, “we are in the process of dissolving our network due to the restriction to access fund, and our members do not have the capacity to contribute and sustain the network”. A similar complaint was made by another informant from a network organisation. He informed the study team that his organisation has taken different measures to adapt with the current legal environment including reducing their work force from 16 in 2009 to four in 2014. Their budget has shown a sharp decline from 60 Million Birr in 2009 to 300,000 Birr in 2013.

Generally, the organisational capacity and sustainability of some CSOs have been affected by the 2011 ChSA directives. According to the 2011/2012 annual report of ChSA, 253 registered charities and societies (10 percent of the sector) were not operational due to financial constraints and other reasons. These organisations may face mandatory closure if they fail to implement a project in the subsequent year according to Article 22(3) of Council of Ministers Regulation No. 168/2009. In 2011/2012, a total of 15 CSOs were closed for various reasons: ten voluntarily and five by the decision of the CSA on the ground of violating the law. The number of CSOs ceasing operation is on the rise from year to year and has reached 194 as of September 2014. In addition, 476 CSOs received a warning letter in 2012 for not complying with 70:30 rule.

Here it is worth mentioning of the position taken by the ChSA on the application of the 70:30 directive on organisations working in areas of people with disabilities and HIV/AIDS. After successive advocacy efforts through different channels, the Agency has accepted to consider staff salary as programme cost for these types of organisations.

e) Domestic resource mobilisation: Regulatory challenges

Income-generating activities. Diversifying funding base is one of the key criteria to measure the organisational strength of CSOs/NGOs. Southern NGOs at the global level are criticized for being highly dependent on one form of funding source, in particular on foreign sources. This has been taken as a threat not only for the sustainability of their development initiatives, but also the very existence of the organisations themselves. Therefore, the recognition of the CSP for the rights of charities and societies to engage in income generating activities (IGA) and public collection (fundraising) was taken as one of the strengths of the legislation. However, this recognition has come with serious challenges, which make it almost impossible to engage in IGAs and fund raising activities. The provision of the CSP that allows for IGA (Article 103) is full of drawback clauses, which restrict the engagement of NSAs in such activities.

53 Tracking Trends in Ethiopia’s Civil Society (TECS); Information Update 5, P. 5
First NSAs are not allowed to engage in any kind of business activity, rather the kind of business they opt for should be incidental with their objective. Accordingly, an organisation, which is working on human rights issues should look for a business related to human rights. Secondly, the Directive on IGA prescribes that the profit from the IGA cannot be used for administrative cost, which is, in fact, completely against the spirit of the CSP. It is difficult to imagine a project activity without incurring administrative cost. Thirdly, there is no preferential treatment for the charities and societies and they are considered just like any other business for all practical purposes including tax payment. Fourthly, the law does not provide tax exemption for NGOs working in IGAs and treats them just like any other business organisation. The different informants from the NSAs involved in this study consistently and unanimously raised the legal hurdle for the reason why they are not engaging in IGAs. Recent studies also found regulatory challenges to be discouraging for NSAs to engage in IGA and thereby diversify their income.54

**Fundraising (Public collection).** This is another form of strategy employed by CSOs/NGOs to ensure their financial sustainability. Organisational sustainability requires, among others, deliberate planning on how the organisation will continue to function even if donor funding were failing to come through.55 Article 98 of the CSP provides that public collection (fundraising) is possible only through permission from the ChSA. Engaging in such an activity without securing the permission may entail confiscation of the money collected. In addition, not all organisations are entitled to engage in fundraising activities. Residents’ and foreign charities, for example, will not be allowed to engage in fundraising unless they prove that they don’t have any other means of income to carry out their activities. This is a serious legal hurdle for CSOs/NGOs, which are trying to diversify their funding base. Despite this legal challenge, there are few organisations like EWLA, NEWA, Merry Joe and Mekedonia Elders Centre that have been seen engaging in fundraising activities using different forms such as organizing dinners and street events.

2.5 Self-regulatory system

With a view to addressing stakeholders’ demand for more accountability and transparency, several self-regulatory initiatives have been undertaken by CSOs, both at the global and national levels. As commented by Hammad and Morton (2011) many NGOs “have signed on to collective self-regulatory accountability standards as a means of ensuring that common principles are met, improving good practice, and restoring confidence among stakeholders”.56 A study conducted by One World Trust in 2010 featured over 350 initiatives of self-regulations.57 As part of this global wave, there have been attempts by Ethiopian CSOs to introduce a system of collective self-regulatory standards. In March 1999, the first Ethiopian NGOs Code of

55 David K. Mbote: NGO Financial Sustainability; 2012, P.3
Conduct was adopted with the signature of representatives of 165 NGOs, and the then CRDA agreed to be the custodian (secretariat) of the Code of Conduct. The code has established an enforcement mechanism called Code Observance Committee, which was tasked to serve as a guardian of the code and promote the understanding and observance of it. Although the code had the required standards and enforcement mechanisms, it failed to bring the designed objectives of creating a strong and independent self-regulatory system that can ensure the accountability and transparency of the NGO sector. The following were some of the key challenges hindering the development of the system: lack of commitment by members; weak enforcement mechanisms; weak publicity of the code; lack of financial resources to sufficiently support the activities of the Code Observance Committee; and changes in the legal framework governing CSOs.

Cognizant of these challenges and the importance of a self-regulatory system, the CSOs Taskforce for Enabling Environment which was established on an ad-hoc basis to assist the CSOs adapt the current legislation, made a review of the 1999 NGOs Code of Conduct according to the current legal framework. A revised Code of Conduct for Ethiopian Resident Charities and Foreign Charities has been developed. Due to the legal hurdle it was found that an all-inclusive national code of conduct cannot be realised in the current situation. As discussed elsewhere in this study, the Consortium Directive prohibits cross-membership among organisations that have different forms of legal establishment. Accordingly, for example, the Ethiopian resident charity cannot establish networks with the Ethiopian charity. It has become a challenge to establish an independent body in charge of observing the implementation of the Code. The Forum for Charities and Societies, which was established as a successor of the CSO Taskforce, can be taken as a good initiative to pursue the issue of self-regulatory system once again. This Forum, which comprises all types of charities and societies, will hopefully develop/adopt a code of conduct that will serve all CSOs operating in the country.

2.6 Advocacy efforts for enabling environment

The charities and societies as well as the international community have been exerting different kinds of advocacy efforts, which lead to the relaxation of the current regulatory framework. Through the CSOs Taskforce for Enabling Environment several activities were conducted including an impact assessment and capacity building trainings. Although this Taskforce has ceased its operation in 2012, since May 2013 another body called the Ethiopian Federal Forum for Charities and Societies has succeeded it with similar objectives but a different structure. This Forum Consortiums/Networks of Charities and Societies operating in Ethiopia both at federal and regional levels. Regions where Charities and Societies are not organized under a Consortium were represented by hand-picked representatives.

The Civil Society Sub Group (CSSG) of the Donors Assistance Group (DAG) has been plying critical role in facilitating the “development of common messages for bilateral donor engagement and advocacy on issues of improving the operating environment for CSOs”. DAG Annual Report of 2013-2014, P. 16

58 DAG Annual Report of 2013-2014, P. 16
environment and engage with the government. The DAG in collaboration with civil society organisations initiated a support programme called “Adaptation Facility” to assist the CSOs cope up with the environment. The programme was divided into Adaptation Facility 1 (AF1) and Adaptation Facility 2 (AF2) with two implementers. AF1 was funded by USAID and implemented by Pact Ethiopia while AF2 was funded by group of donors, including the Canadian International Development Agency (CIDA), Swedish International Development Agency (SIDA), Irish Aid, Danish and Dutch Embassies and executed by the CSO Taskforce under auspices of the Consortium of Christian Relief and Development Association (CCRDA).

In addition, as the result of the High Level Forum between the Government of Ethiopia and donor representatives, the DAG established a project called Tracking Trends in Ethiopia’s Civil Society Sector (TECS) with the objective of conducting joint periodic reviews of the impact of the CSP. Generally, the purpose of establishing TECS was to create a conducive and enabling environment through supporting research, dialogue and publication on emerging issues and trends in the Ethiopian civil society sector, including those arising from the implementation of the different laws. Through the TECS project, different initiatives have been carried out including studies on a number of themes and issued periodic policy briefs on pertinent issues of directly relevance to CSOs in Ethiopia. In addition, TECS has implemented limited capacity building programmes targeting the ChSA including data base development, arranging awareness raising trainings, and exposure visits to the works of charities and societies.

Outside Ethiopia, international activist groups such as Human Rights Watch, Amnesty International, CIVICUS, International Centre for Non-Profit-Law (ICNL) and East and Horn of Africa Human Rights Defenders Network are also on the forefront advocating at regional and international forums for the improvement of the CSOs’ regulatory framework in Ethiopia.

2.7 Amendment of the 70:30 Directive

The advocacy efforts exerted by the different actors (internal and external) for the improvement of the regulatory framework have not led to major changes. However, the ChSA has shown positive response in one of the areas where revision is sought: the 70:30 guideline that focuses on the administration of programme and administrative costs. While this study is undergoing, it has been reported that the Agency is in the process of amending the 70:30 Directive in areas dealing with CSOs’ works related to HIV, persons with disabilities, access to clean water, environment protection and climate change, agricultural works, capacity building, training and construction. The proposed amendment mainly focuses on salary and transport cost in the identified areas. However, costs related to baseline and needs assessment, monitoring and evaluation, and budget of consortium organisations have not been addressed yet. Since the

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59 CSO and income generation, the prospects and challenges of mass-based societies, the impact of the CSO law on Networks, CSOs supporting women's economic empowerment, CSOs support to persons with disability and the elderly, impacts on the 30:70 Directive on CSOs, self-help group approach, etc.

60 Paper presented by official of ChSA at the General Meeting of Forum for Federal Charities and Societies held on November 14, 2014 at Siyonat Hotel.
document on the recent revision is not yet made official, the research team could not give a full account/analysis of the implication of this amendment.
3. The Role and Profile of Donors

In Ethiopia, CSOs have been receiving donor assistance for a long time now. The present donor mapping exercise covered 17 donor agencies and programmes (six multilateral and 11 bilateral) that have certain arrangements or support schemes for non-state actors. The multilateral entities and arrangements include the Delegation of the EU to Ethiopia (which represents 27 countries), the Civil Society Fund II (CSFII, the initiative of EU and Ethiopia), the Development Assistance Group (DAG, which is constituted by 27 bilateral and multilateral agencies), the Civil Society Support Programme (CSSP, established by six donor agencies), the World Bank, and the Ethiopian Social Accountability Programme 2 (ESAP 2, financed by a World Bank-managed multi-donor trust fund). The bilateral agencies represent the official development cooperation partners and/or embassies. It is important to acknowledge that the list of bilateral agencies is not exhaustive. The information used in this section partly came from the websites of the various organisations and partly from a survey questionnaire completed by seven of the 17 donor agencies/programmes.

3.1 Donor engagement with CSOs

The NSA Update Mapping research team distributed a one-page survey questionnaire to 17 donors and funding programmes to solicit information on salient issues of relevance to the study: the number of CSOs being supported, the amount of funds provided in the last three years, the types of projects supported and their geographic and sectoral distribution, the challenges that donors or CSOs may have encountered, and the plans of the donors/funding programmes for the future. Seven donor organisations (one multilateral and five bilateral) completed the survey, and the data obtained from these organisations (though limited) provide useful insights about donor engagement with civil society organisations in Ethiopia.

3.1.1 Donor strategy in NSA support

The donor community is interested in enhancing the capacity of the civil society sector to contribute to the national development goals and the democratisation process. Donors and their funding programmes seem to have devised the following strategies to achieve these goals:

- Aligning CSOs’ support schemes with the GTP and MDGs as well as the needs of the poor, the vulnerable, and the disadvantaged
- Operating as a team (of donors), which helps them to establish multi-donor pooled funds, coordinate plans and efforts, and engage with the government as a strong group of partners (e.g., DAG, CSF II, CSSP, and ESAP 2)
- Involving the government in steering committees for strategic management of certain CSO-related programmes (e.g., CSF II and ESAP 2)
- Reaching agreement with the government to review Proclamation No. 621/2009 to reclassify certain foreign funds as domestic resources (e.g., CSF II and ESAP 2)
- Putting emphasis on less served CSOs, people, communities, and issues to narrow internal disparities and gaps due to marginalization and exclusion
• Building the capacity of CSOs in proposal development and accepting joint proposals from strong and weak CSOs to make donor funds accessible to the smaller/weaker
• Encouraging and rewarding innovative approaches to ensure operational efficiency, resource mobilisation capacity, and sustainability of projects

3.1.2 Donor funds
The financial data obtained from the regional BoFED records reveal that the total budget of the on-going CSOs projects in 2014, Birr 35,761,427,762, is more than three times the total NGO budget for the entire 2004-2008 period, which was Birr 9,976,410,395. However, when the Birris adjusted for exchange rate differences against the US Dollar, the CSO budget shows increment only by 59.2 percent rather than by threefold.61 This, still significant, increment may be explained in terms of the long cycle of donor programmes and commitments. For example, the CSSP was already conceived during the 2008 NSA update mapping, and by then it was expected to commence grant allocation in early 2009; the CSF II is a continuation of CSF I, which started back in 2006; and, as indicated this section later, many bilateral agencies launched civil society support programmes prior to the enactment of the 2009 CSO law.

The financial data obtained from the seven donors show mixed results regarding trends in donor funding. According to the records of six donors, the total budget disbursed in 2013 (€58.4 million) was greater than the budget for the year before (€52 million). However, the total amount of fund provided by the six donors in 2014 (€35 million) is less than the previous year’s budget, although this figure might increase until the end of the European fiscal year – December 2014.

Table 3: CSOs supported by six donor agencies

<table>
<thead>
<tr>
<th>Donor Agency or Funding Programme</th>
<th>CSOs Supported</th>
<th>Regions Covered</th>
<th>Budget (Funds Disbursed) in Euro</th>
<th>Total</th>
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</thead>
<tbody>
<tr>
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<td>11</td>
<td>17,676,245 20,112,562 7,328,414 45,117,221</td>
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</tr>
<tr>
<td>Donor 2 (bilateral)</td>
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<td>9</td>
<td>8,370,200 10,244,000 15,742,300 34,356,500</td>
<td></td>
</tr>
<tr>
<td>Donor 3 (bilateral)</td>
<td>30</td>
<td>6</td>
<td>13,852,006 11,384,808 5,203,179 30,439,993</td>
<td></td>
</tr>
<tr>
<td>Donor 4 (bilateral)</td>
<td>269</td>
<td>11</td>
<td>8,324,775 11,470,660 4,473,860 23,269,295</td>
<td></td>
</tr>
<tr>
<td>Donor 5 (bilateral)</td>
<td>106</td>
<td>10</td>
<td>3,319,150 3,160,000 1,846,150 8,325,300</td>
<td></td>
</tr>
<tr>
<td>Donor 6 (bilateral)</td>
<td>200+</td>
<td>11</td>
<td>508,070 2,072,250 424,870 3,005,190</td>
<td></td>
</tr>
<tr>
<td>Donor 7 (bilateral)</td>
<td>11</td>
<td></td>
<td></td>
<td>39,186,000\textsuperscript{63}</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>52,050,446 58,444,280 35,018,773 183,699,499</td>
<td></td>
</tr>
</tbody>
</table>

Birr 4,592,487,475

\textsuperscript{61} In 2008, the Dollar/Birr exchange rate was 1 US$ = Birr 8.88. Hence, the approximate CSO budget for 2004-2008 was US$1.123 Billion. In November 2014, the value of 1 Dollar reached Birr 20. Accordingly, the approximate budget of the on-going CSO projects is US$1.788 Billion. Hence, the budget grew by US$0.665 Billion (59.2%).
\textsuperscript{62} Excluding the cost of projects that started three years ago and concluded in 2014.
\textsuperscript{63} This donor provided €39,186,000 to an international NGO as direct support for the period 2012-2015. The same donor supports many NSAs and sub-recipients through five funding programmes (amount of budget not specified).
It is rather difficult to speculate about the future donor funding trends based on this year’s data. Four of the seven donors have clear plans to increase their assistance to CSOs. Of the remaining three, one major donor plans to maintain the existing level of support to many programmes and reduce support to a couple of others; the second donor wants to maintain the existing level of assistance; and the third reported to be assessing situations/possibilities to make determination. On the whole, the overall donor support to CSOs may not change significantly. Given the expressed official commitment of many donors to support the GTP and MDGs and the government’s recent positive gesture in revising the 70:30 guideline and making arrangements for donors to support CSOs working on rights issues, donor funding to CSOs may slightly increase.

3.1.3 Intervention sectors and supporting donors

One of the expressed interests of donors during the 2008 NSA mapping was to reach out to the less served regions. Five of the six donors have been supporting CSOs’ projects in most or all regions, and probably other donors may have been supporting CSOs operating in the less served regions. From the fieldworks conducted in the 11 research sites one thing became evident: although the number of CSOs, the number of CSOs’ projects, and their budgets increased over the years in the developing regions, the three largest regions (Oromia, SNNPR, and Amhara) and Addis Ababa claimed the lion’s share of the projects and the funds. It appears that the donors lack clear mechanisms to ensure that their funds earmarked for CSOs are fairly and equitably distributed among the regions. In this regard, the new initiatives of CSF II, CSSP, and ESAP 2 must be promoted to increase the participation of regional CSOs.

Thematically, donors supported CSOs’ projects that focus on both development and rights issues. The needs and rights of children and gender equality are two areas that all seven donors have supported. Most donor agencies that participated in the survey seem to be supporting most sectors and key areas of direct relevance to the GTP and MDGs, namely, education, health and HIV, children and child rights, agriculture and livelihoods, and gender equality, and environmental protection. Information obtained from the websites of most other donors and research reports point to similar commitment, where the organisations expressed interest to support the efforts to fulfil the GTP and the MDGs. Conflict prevention seems to be the least favoured issue, while other projects received limited donor support. These other projects include disability, energy, nutrition, fair-trade, infrastructure, SHGs, and citizens’ education.

Table 4: Type of sectors by the number of supporting donors

<table>
<thead>
<tr>
<th>Development and Service Provision</th>
<th># of Donors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intervention Sector</td>
<td></td>
</tr>
<tr>
<td>Education and training</td>
<td>6</td>
</tr>
<tr>
<td>Health and HIV</td>
<td>6</td>
</tr>
<tr>
<td>Children</td>
<td>7</td>
</tr>
<tr>
<td>Agriculture/Livelihoods</td>
<td>6</td>
</tr>
<tr>
<td>Environment/Natural Resources</td>
<td>6</td>
</tr>
<tr>
<td>Water and sanitation</td>
<td>3</td>
</tr>
<tr>
<td>Others(disability, energy, etc.)</td>
<td>5</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Democracy and Rights Issues</th>
<th># of Donors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intervention Sector</td>
<td></td>
</tr>
<tr>
<td>Gender equality</td>
<td>7</td>
</tr>
<tr>
<td>Human rights</td>
<td>4</td>
</tr>
<tr>
<td>Child rights</td>
<td>6</td>
</tr>
<tr>
<td>Conflict</td>
<td>1</td>
</tr>
<tr>
<td>Justice</td>
<td>4</td>
</tr>
<tr>
<td>Others(SHG, citizens education)</td>
<td>2</td>
</tr>
</tbody>
</table>
3.1.4 Challenges and limitations
The survey respondents identified several challenges that they witnessed or encountered while working with the CSOs, and most of the issues are consistent with the information obtained from regional actors (authorities and representatives of CSOs) during the fieldwork.

Challenges related to regulatory issues:
- Smaller CSOs failed to mobilise adequate resources and fulfil the 70:30 Directive requirements
- The 70:30 rule constrained the activities of small CSOs, led to the rapid decline in operational capacities and shift of focus of networks (to grant administration), and curtailed issue-based dialogue
- The restrictive operational environment (that discourages rights advocacy and capacity building activities) entailed CSO preoccupation with 'survival' strategies, hence affecting strategic planning, innovation, even accountability and value-addition
- The NSA landscape remains dominated by service-delivery, and the restriction on Ethiopian charities and societies may have discouraged the emergence of vibrant CSOs determined to work on rights issues at local levels
- Limited or no space for CSOs to engage in policy dialogue

Limitations on the donor side:
- The complexity of financial and contractual requirements of donors
- The inability of donors to fund more projects of Ethiopian charities and societies
- The duplication of efforts and inadequate harmonization of donor assistance

Limitations on the CSO side:
- Absence of coordinated and persistent engagement to relax the operational environment implied that the issue remains unaddressed and donors lack effective counterparts
- Lack of capacity of many CSOs to mobilise resources from local and foreign sources
- The duplication of efforts and inadequate coordination of CSO activities
- Weak internal (organisational, technical, etc.) capacity of some small CSOs
- Lack of quality baseline and monitoring and evaluation data

3.2 The profile of selected donors
3.2.1 The EU Delegation to Ethiopia
The EU-Ethiopia development partnership started when Ethiopia signed the Lomé Convention in 1975, and this was followed by the opening of the Delegation of the European Commission to Ethiopia in the same year. Since then, the EU took the lead in supporting Ethiopia’s economic development both financially and technically with the objective to eradicate poverty through
sustainable development, democracy, peace and security. The Delegation has a mandate to monitor the implementation of the partnership and cooperation agreement between the EU and Ethiopia, and participate in the implementation of the EU’s assistance programmes. The current EU development cooperation in Ethiopia is financed in light of the 2000 Cotonou Partnership Agreement between the European Union and the African, Caribbean and Pacific Group of States. The Cotonou Agreement recognises the role of non-state actors in the development and the democratisation process, and therefore, underlines the need to ensure their active participation in the implementation of development cooperation from inception to evaluation. In line with the demands of the Cotonou Agreement, the Ethiopian Government recently reviewed the 2009 CSO law and re-classified the EU’s financial support to local CSOs as domestic funding rather than foreign funding. This step helped to free millions of Euros to organisations working on rights advocacy that would otherwise not qualify for more than 10% of their income from foreign sources. The EU’s major supports to CSOs are channelled through the CSF II and EIDHR (European Instrument for Democracy and Human Rights).

3.2.2 Civil Society Fund II and EIDHR

The Civil Society Fund II programme is a joint initiative of the European Union and the Ethiopian Government with the overall aim of increasing the role of CSOs in the development and democratisation process of Ethiopia. The programme is a continuation of the similar programme Civil Society Fund I, implemented from 2006 to 2012 in two phases for a total of €10 million. The current programme provides grant and non-grant support to NSAs in Ethiopia to increase their human, material and technical capacities to enhance their contribution, participation and engagement in governance and development. The CSF II is implementing projects aiming at enhancing the capacities of Ethiopian Charities and Societies and delivering innovative services in the broader area of governance, and in maternal/reproductive health and environmental management, mostly in emerging regions.

Specific areas of project activities include engagements for improving NSA enabling environment, strengthening Self-help group structures, enhancing access to justice, human and women's rights education and gender-based violence (GBV) prevention, conflict transformation, consolidation of democracy through civic engagement, and empowerment of non-state business actors. CSF II is active in the emerging regions (Benishangul-Gumuz, Somali, and Afar) and targets hard-to-reach groups like poor women in agro-pastoral communities, PLWHIV and the elderly. A total budget of €12 million has been earmarked to the Civil Society Fund II. The EU Delegation to Ethiopia acts as a Contracting Authority on behalf of the Government of Ethiopia. A tripartite programme steering committee consisting of the Ethiopian Government, the EU Delegation, and representatives of NSAs guide the strategic management of the

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programme, and a technical assistance unit based in Addis Ababa assists with the day-to-day administration.

The EU Delegation has also a support instrument called European Instrument for Democracy and Human Rights (EIDHR) out of which a number of CSOs benefited and promoted activities to respond to needs of weak and vulnerable groups. For example, the Oromia Development Association (ODA) undertakes activities aimed at the prevention of sexual abuse children and women. The Ethiopian Centre for Disability and Development is promoting inclusive education for children with disabilities, while MELCA Ethiopia in SNNPR is promoting social integration of Menjas, a marginalised community in Sheka Zone. Plan Finland and Kembatti Mentti Gezzimma (KMG Ethiopia) strengthen CBOs to combat female genital cutting and the abolition of harmful traditional practices through school based active citizenship education and community mobilisation. Moreover, during the period under consideration, the EU Delegation from the different thematic instruments supported 47 rural development/food security and environment projects, which benefitted both international and local NGOs involved in partnership arrangements in implementation.

3.2.3 Development Assistance Group (DAG)

The DAG, which was established in 2001 as a forum for donors to share and exchange information, comprises 27 bilateral and multilateral development agencies that provide assistance to Ethiopia thereby supporting the country to meet the targets set in the GTP and MGDs. The main objective of the DAG is to ensure a more effective delivery and utilization of development assistance to Ethiopia. The government and the Development Assistance Group (DAG) have agreed that the implementation of the CSO law will be reviewed regularly through their joint High-Level Forum structure. DAG members are: African Development Bank (AfDB), Austria, Belgium, Canada, Denmark, DFID, European Union (EU), FAO, Finland, France, Germany, IMF, India, Israel, Irish Aid, Italy, Japan, the Netherlands, Norway, Sweden, Spain (AECID), Turkish International Cooperation Agency (TIKA), UNDP, UNESCO, USAID and the World Bank. DAG’s current Executive Committee members (responsible for setting a work plan) are: African Development Bank, UNDP, EU, World Bank, DFID, Canada, Italian Development Cooperation, German Development Cooperation, and USAID. The current DAG Co-Chairs are USAID and the World Bank.

3.2.4 Civil Society Support Programme (CSSP)

The Civil Society Support Programme is a capacity development programme designed to support Ethiopia’s civil society and its contribution to the country’s national development, poverty reduction, and advancement of good governance in line with the government’s policies and strategies. It is a five-year (2011-2016) multi-donor programme, which manages a fund of more than €35 million. The programme priorities of CSSP include capacity development for CSOs that

support people affected by social marginalization, distance factors (remoteness of their locations from the centre), and neglect in development resource allocation. CSSP’s funding opportunities are intended to encourage innovation and creativity in CSOs, develop capacity through training, and foster collaboration among various stakeholders. The international donors that finance CSSP are Irish Aid (which plays the leadership role), SIDA, NORAD, The Netherlands Embassy, UK-Aid/DFID, and the Government of Canada. CSSP is managed by a consortium and led by the British Council in Ethiopia.

3.2.5 The World Bank

The World Bank is the largest donor to Ethiopia. Currently, the World Bank’s assistance to Ethiopia is articulated in the Country Partnership Strategy FY13-FY16 (CPS), which is anchored in the GTP as well as the World Bank Strategy for Africa. The CPS framework includes two pillars with governance as its foundation and two cross-cutting themes. The first pillar aims to support Ethiopia in achieving a stable macroeconomic environment; increasing agricultural productivity and marketing; increasing competitiveness in manufacturing and services, and medium and small enterprises’ access to financial services; improving access to and quality of infrastructure; and improving regional integration. The second pillar aims to support Ethiopia in improving the delivery of social services and developing a comprehensive approach to social protection and risk management. This includes increasing access to quality health and education services; enhancing the resilience of vulnerable households to food insecurity; increasing adoption of disaster risk management systems; strengthening sustainable natural resource management and resilience to climate change. Additional issues to be addressed include: improvement of public service performance management and responsiveness; enhancement of space for citizen participation in the development process; mainstreaming gender.

3.2.6 Ethiopia Social Accountability Programme 2 (ESAP 2)

The Ethiopia Social Accountability Programme Phase 2 is part of the Promotion of Basic Services programme (PBS), which is implemented by the Government of Ethiopia at regional, woreda and kebele levels. ESAP 2 represents a process by which ordinary citizens (the users of basic public services) voice their needs and demands and create opportunities to hold policy makers and service providers accountable for their performance, and the process aims to improve the quality of and access to public basic services. The Ethiopia Social Accountability Programme Phase 2 is financed through a World Bank-managed multi-donor trust fund, which is guided and supervised by a steering committee consisting of representatives of the government, civil society, and development partners. ESAP 2 enabled certain CSOs, including rights advocacy organisations to access external funds and play a crucial role in terms of facilitating constructive engagements between citizens (service seekers) and the service providers (often government agencies). The Ethiopian resident charities/societies could also access the ESAP 2 funds to engage in rights and empowerment related issues, namely, the social accountability of


policy makers and service providers regarding public service delivery. Following a negotiation between the group of donors financing the PBS and the government of Ethiopia, the financial resources channelled to CSOs through the ESAP 2 framework are now considered as local funds. The intervention areas of ESAP 2 are five: education, health, water and sanitation, agriculture, and roads.

3.2.7 Bilateral agencies

a) Department for International Development (DFID)

The United Kingdom works in Ethiopia to reduce child mortality, support the education system, protect people from hunger, and help the country to achieve the Millennium Development Goals. In order to maximize impact and value of money, DFID uses a combination of aid instruments and a mix of channels, including sector budget support, multi-donor programmes, and bilateral projects for non-governmental organisations and the private sector. The UK, as the major funders of the CSSP has pledged to make a significant amount of financial contribution to this multi-donor pooled fund, which targets hard-to-reach civil society organisations and groups of people. Through its contribution to the DAG’s Tracking Trends in Ethiopia’s Civil Society (TECS) project, DFID has been promoting an evidence-based dialogue concerning civil society’s role, contribution and impact that informs policy and programming decisions of the government, the civil society sector and development partners.

b) Irish Aid

Irish Aid’s official development support to Ethiopia started in 1994 when Ireland opened its Embassy in Ethiopia. Irish Aid’s country programme (2008-12) supported the Government of Ethiopia’s GTP with the aim of eradicating hunger and poverty. Ireland concentrated on delivering aid to the poorest people in the country in two core areas: social services and accountability; and food, nutrition and livelihood security. The current Irish Aid support focuses on four pillars: health and nutrition, agriculture and livelihood, social protection, and governance. The four pillars represent priority areas that are consistent with Ireland’s international development policy and Ethiopia’s development plan. Irish Aid works closely with other donors in delivering its aid to Ethiopia, which proved to be a very effective and sustainable form of assistance as it is more coordinated. Irish Aid has a funding scheme for civil society and leads the multi-donor funding programme known as CSSP.

c) Finland Embassy

Finland supports the civil society with development cooperation funds both from Ethiopia and Finland. The Local Cooperation Fund (LCF) of the Embassy of Finland in Addis Ababa is one among the instruments of the Finnish development policy programme and its human rights-based approach. It is channelled through the local civil society organisations to complement the bilateral development cooperation towards poverty reduction and participation of the civil

society in the development process. The LCF was started in 2001 with the following objectives: capacity building and empowering local communities and non-state actors, promotion of grass root democracy and participation of marginalised people and minorities; promotion of innovative development initiatives; enhancing the livelihoods of poor and marginalised community members through economic empowerment; and public-private cooperation of matchmaking of the private sectors in Finland and Ethiopia.  

d) Swedish International Development Agency (SIDA)

The first Swedish aid to Ethiopia is traced back to 1954. Currently, the Swedish cooperation with Ethiopia mainly focuses on efforts in democracy and human rights. However, economic and social development assistances have also been extended through different channels. SIDA recognises that the opportunities to work on civil and political rights are restricted. Sweden supports "pure" democracy initiatives through the UN Development Fund, for the development of national democratic institutions and civil society organisations in their activities to foster rights for children, youth and women. Regarding economic development, Swedish support is designed to promote increased employment and income opportunities for poor people through the development of the private sector, and strengthen women's economic empowerment. Through the UN system, Sweden supports social development programmes such as children’s and women’s rights, gender equality, access to improved maternal health, and access to primary education for girls and vulnerable children, among others.

e) Department of Foreign Affairs, Trade and Development (formerly CIDA) - Canada

Canada is the third-largest bilateral country donor in Ethiopia. The bilateral development programme of Foreign Affairs, Trade and Development of Canada focuses on food security and sustainable economic growth and advancing democracy and human rights, while continuing to support on-going maternal, new-born and child health programming. The overall expected results for each main area of programming are: increased food security and sustainable agricultural production and productivity; increased contribution to job growth by small and medium-sized enterprises and the extractive sector; and strengthened accountability and responsiveness of government, including strengthened citizen participation in democratic processes. According to online sources, these objectives have been identified by Ethiopia and Canada as central to poverty reduction and will help achieve Ethiopia’s development goals as set out in the MDGs.

f) The Embassy of the Kingdom of the Netherlands

The foreign policy of the Netherlands is based on three priorities: welfare, security and freedom. Implementation of this policy in the partner countries requires development programmes to be in

line with the policy priorities of the host country and in tune with programmes of other donors, notably EU member states. In line with the Dutch development priorities and Ethiopia’s Growth and Transformation Plan (2010-2015), the Embassy of the Kingdom of the Netherlands in Addis Ababa selected three priority areas: security and the rule of law, food security, and sexual and reproductive health and rights. The Embassy, which funded projects on prison reform, human rights training of the police, and the strengthening of the judiciary, would like to contribute conflict prevention, mitigation and resolution; the rule of law in Ethiopia through strengthening the justice system; increased participation of Ethiopians in decision-making and democratic debate, and to more space for civil society, media and private initiative. The Embassy of the Kingdom of the Netherlands is one of the six bilateral donors that established the CSSP.

g) Danish Embassy

Denmark’s development cooperation aims to combat poverty and promote human rights through economic growth as central to the strategy. The strategy intends to promote social progress in order for it to contribute to improving the lives of poor people and their ability to create a better life for themselves. Danish development support to Ethiopia goes back to 2002. Denmark has supported a wide range of development initiatives in Ethiopia through diverse partners, such as the support to humanitarian efforts, democratic institution building as well as supporting Ethiopia’s efforts as a key player in the promotion of peace and security in the region. Denmark provides aid and assistance to Ethiopia through the Danish International Development Agency (DANIDA). Support has also been provided through partners, including the Danish Refugee Council, Save the Children Denmark and Dan Church Aid and the UN as well as support to the Government of Ethiopia, Ethiopian civil society organisations, academic institutions and the World Bank.

h) United States Agency for International Development (USAID)

USAID has been providing assistance to Ethiopia since 1961. During the 1960s, USAID provided assistance in agriculture, natural resources, education, health, industry and mining. During the reign of the Dreg (the military regime), the United States provided only humanitarian assistance. In 1992, after the overthrow of the military regime, USAID programmes in Ethiopia restarted and included democracy and governance initiatives. US assistance in primary health and primary education began in 1995. In the 1990s, USAID assistance focused on increasing availability of selected food crops and increased use of primary and preventative health care services. Today, US assistance capitalizes on a partnership with the government to deliver basic public services and combat poverty. The current thematic focus of USAID support includes agriculture and food security, democracy, human rights and governance, economic growth and

78 http://www.usaid.gov/ethiopia/history-usaid-ethiopia
trade, education, environment, gender equality and women’s empowerment, global health, nutrition, water, and crisis/conflict.

i) Embassy of Germany

The support of the Government of Germany has been extended to Ethiopia through GIZ (formerly GTZ) since 1964. The total volume of bilateral cooperation since 1964 amounts to more than €1 billion, and Germany is reported to have committed more than €120 million for 2015 to 2017. In the context of the bilateral cooperation and in consultation with the Ethiopian government, the German Government focuses on the following priority areas: vocational training and higher education; sustainable management of natural resources; agriculture and food security; conservation and sustainable natural resources; and biodiversity. The German Government’s financial and technical cooperation in Ethiopia includes advisory services, capacity building, expert support as well as investments in infrastructure, equity, grants and wide-ranging training. Moreover, German assistance is channelled through multilateral organisations like the European Union, United Nations, World Bank, and the African Development Bank.

j) Embassy of Japan

The Government of Japan has been supporting economic and social development activities in Ethiopia through the Japan International Cooperation Agency (JICA) and through its Embassy. The basic policies of Japan's official development assistance (ODA) are designed to support the self-help efforts of developing countries to increase human security, and that ODA is provided in several different forms: grant aid, loan, and volunteers. Grant aid, which does not have to be paid back, is given to help developing countries meet the basic needs of their people in areas such as food, health, and education. Loans are provided for big projects aimed at helping a country achieve economic development, such as building bridges and roads. Volunteers are sent to developing countries to pass on their skills and expertise in fields like technology, health, and education to local people. Through its project called Grant Assistance for Grassroots Human Security Projects (GGP), the Japanese government supports development projects that are implemented by non-profit organisations including non-governmental organisations, community-based organisations and local authorities.

k) French Development Agency (AFD)

The French Development Agency (AFD) is authorized to operate in Ethiopia since September 1993. Until 2007, its interventions were focused on the water sector. In 2007, following the Ethiopian government’s commitment to development and to public investment, AFD opened a regional office in Addis Ababa. AFD’s interventions are in line with the GTP. From 2010, it has focused on two pillars: (1) developing national and regional facilities in water and sanitation, urban and energy sectors; and (2) supporting the investment and reinforcing the capacities of the

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productive sectors (private sector and merchant public sector). Since mid-2012, the government has expressed a demand for AFD to focus on energy and food safety infrastructure. Those new focuses are taken into accounts for future projects. Until 2009, AFD intervened in favour of the Ethiopian State only with grants. Today, however, AFD employs three different modalities: sovereign loans (direct loans to the State), non-sovereign loans (to solvent public sector market-oriented enterprises), and ARIZ guarantees, a guarantee tool aimed at easing access to credit for micro-finance institutions and small and medium enterprises – NSAs. It is important to recognise that the French Embassy in Addis Ababa also provided grants to some NGOs.

I) Embassy of Norway and NORAD

Norway officially opened its Embassy in Addis Ababa in 1992 and its official development assistance began in 1993 focusing on the energy sector, environmental resource management, mineral resources mapping, and support of the democratisation process and regional universities. Today, Norwegian bilateral assistance focus on climate-related support, assistance to higher education and research, and support for the promotion of human rights, democracy and good governance. In 2013, some 67 percent of Norway's bilateral assistance to Ethiopia was managed by the Embassy in Addis Ababa and 23 percent by NORAD. The State-to-State cooperation relate to the climate support. The majority of the bilateral assistance is channelled through multilateral agencies (the World Bank, UNDP, UNFPA, UNICEF, UN Women) and civil society (both Norwegian and Ethiopian NGOs). Regarding civil society organisations, Norway recognises the concerns related to the narrowing space for CSOs following the adoption of the Charities and Societies Proclamation and the accompanying directives. Hence, Norway follows a two-pronged approach to deal with the challenge: (1) raising its concerns along with other donors through the DAG and Government High Level Forum, and (2) supporting civil societies with a view to facilitating evidence-based advocacy towards a lenient application of the law and reconsideration of unfavourable provisions. Norway is supporting the multi-donor programme for civil societies called the Civil Society Support Programme.

81 http://www.ambafrance-et.org/The-French-Development-agency
4. NSA Typologies and Distributions

4.1 Number of NSAs in Ethiopia

During the 2008 NSA update mapping study, there were 3128 NSAs. These included 2182 NGOs, 47 networks, 690 local religious institutions, 58 international faith-based development organisations, and 151 professional associations (see the 2008 NSA update mapping report, pages 49-58 for details). Of this total, 964 were operational. The latest (August 2014) records of the Charities and Societies Agency (ChSA) point to the existence of 3077 CSOs/NGOs in the country. However, the data pieced together from the regional Bureaus of Finance and Economic Development (BoFED) reveal that there are some 1364 federally registered operational CSOs. The discrepancy between the ChSA and the BoFED data may be explained in terms of different reasons. First, CSOs operating in different regions often do not start their projects in all regions at the same time. Second, some CSOs may have failed to launch projects for lack of funds or other challenges. Third, few CSOs may be operating in the regions without reporting to BoFED.

The total number of registered CSOs slightly decreased from 3128 in 2008 to 3077 in 2014. The number of operational CSOs in the country increased from 964 in 2008 to 1374 in 2014. It is important to note that due to multiple counting of many CSOs in different regions, the sum total from the regions does not reflect the exact number of operational CSOs in the country. The exact number of operational CSOs is only 870. Six of the nine regions and the two city governments have more CSOs with on-going projects in 2014 than in 2008. The increments were significant in all but the Somali region. The number of operational CSOs in Oromia, Benishangul-Gumuz and Gambella regions decreased for reasons that should be explained through further thorough study. At this stage, one can only speculate the reasons for the reduction of CSO numbers in these three regions in terms of distance factors (parts of Oromia and the other two regions are located far away from the centre) and the 70:30 rules.

The number of cooperatives also increased from 19,147 in 2008 to 35,719 in 2014 (excluding the number of cooperatives in Afar and Somali). In 2008, micro and small enterprises (MSEs) did not exist, and they came into being after the enactment of Regulation No. 201/2011 of the Council of Ministers. In 2014, the Federal Micro and Small Enterprises Agency (MSEA 2014:47) reported that 217,636 MSEs are operational throughout the country between 2010/11 and 2013/14. The 2014 update mapping study also shows that there are about 35,000 regionally registered NSAs in 2014 (excluding data from Afar). On the whole, in 2014, the total number of registered NSAs in Ethiopia is estimated to exceed 289,630 (excluding data from Afar and Somali regions).

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82 Only few of the 690 local religious organisations were reported to have social and development projects.
Table 5: Number of registered NSAs by region, 2014

<table>
<thead>
<tr>
<th>Region</th>
<th>CSOs (Registered with ChSA)</th>
<th>CSOs (Operational)</th>
<th>Regional Cooperatives</th>
<th>MSEs</th>
<th>Total</th>
<th>NGOs in 2008</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oromia</td>
<td>1406</td>
<td>241</td>
<td>28,360</td>
<td>6,658</td>
<td>28,688</td>
<td>63,947</td>
</tr>
<tr>
<td>SNNPR</td>
<td>1015</td>
<td>216</td>
<td>131</td>
<td>11,702</td>
<td>9,467</td>
<td>21,516</td>
</tr>
<tr>
<td>Amhara</td>
<td>994</td>
<td>188</td>
<td>4902</td>
<td>5217</td>
<td>95,347</td>
<td>105,654</td>
</tr>
<tr>
<td>Tigray</td>
<td>720</td>
<td>88</td>
<td>1,213</td>
<td>594</td>
<td>72,487</td>
<td>74,382</td>
</tr>
<tr>
<td>Afar</td>
<td>452</td>
<td>51</td>
<td>-</td>
<td>-</td>
<td>27</td>
<td>78</td>
</tr>
<tr>
<td>Somali</td>
<td>404</td>
<td>57</td>
<td>57</td>
<td>-</td>
<td>516</td>
<td>630</td>
</tr>
<tr>
<td>Benishangul-Gumuz</td>
<td>390</td>
<td>45</td>
<td>34</td>
<td>602</td>
<td>336</td>
<td>1017</td>
</tr>
<tr>
<td>Harari</td>
<td>360</td>
<td>33</td>
<td>201</td>
<td>398</td>
<td>265</td>
<td>897</td>
</tr>
<tr>
<td>Gambella</td>
<td>271</td>
<td>20</td>
<td>13</td>
<td>779</td>
<td>109</td>
<td>921</td>
</tr>
<tr>
<td>Addis Ababa</td>
<td>1838</td>
<td>364</td>
<td>-</td>
<td>9482</td>
<td>10,061</td>
<td>19,907</td>
</tr>
<tr>
<td>Dire Dawa</td>
<td>468</td>
<td>61</td>
<td>-</td>
<td>287</td>
<td>333</td>
<td>681</td>
</tr>
<tr>
<td>Total</td>
<td>3077</td>
<td>1364</td>
<td>34,911</td>
<td>35,719</td>
<td>217,636</td>
<td>289,630</td>
</tr>
<tr>
<td>Total in 2008</td>
<td>3128</td>
<td>964</td>
<td>-</td>
<td>19,147</td>
<td>0</td>
<td>964</td>
</tr>
</tbody>
</table>

Source: Adapted from ChSA and regional sector office records, 2014

The 2014 NSA update study clearly shows that the NSA landscape is crowded by regionally registered entities, cooperative societies, and micro and small enterprises. Further research is necessary to understand their social relevance (as independent actors promoting interests of constituency, and having functioning governance), their ability to mobilise/generate resources, their operational effectiveness, the sustainability of their activities, and the challenges they encounter. In terms of numbers, CSOs registered with the federal ChSA constitute only 0.47 percent of the total number of NSAs in Ethiopia. However, as discussed later in detail, their contributions to development seem to be comparatively high.

Attempts were made to examine changes in the number of international NGOs and faith-based organisations between 2008 and 2014. The exercise yielded mixed results. It appears that the number of international NGOs increased in many regions and decreased in few others, while the number of faith-based organisations have decreased in all but three (Somali, Harari, and Dire Dawa) regions. The increase in the number of international NGOs may be explained in terms of

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83 Regional NSAs include registered charity/civic organisations, *iddir* associations (in Oromia Region), community care coalitions (in Amhara and Tigray Regions), chamber of commerce and sectoral associations, and trade union.
84 The data for the entire column are taken from the recent publication of the Federal MSEA (2014:47). However, the data collected from the regions are much higher than the federal data (see the regional reports for comparison).
85 This figure shows the exact number of CSOs registered with ChSA, as opposed to the sum total CSOs expected to operate in the regions - 8318. The latter is high due to multiple counting of the same CSOs in different regions.
86 Adapted from Table 1 (page 50) and Table 3 (page 52) of the 2008 NSA Mapping Report.
both the expansion of projects of the existing organisations into new regions and the arrival of new INGOs, which is evident in ChSA records.\(^{87}\) It is not clear whether the pressure on religious institutions to separate spiritual and development activities had any effect on the decline of faith-based organisations.

Table 6: Number of international NGOs and faith-based organisations: Comparison

<table>
<thead>
<tr>
<th>Region</th>
<th>International NGOs</th>
<th>Faith-based Organisations</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2008</td>
<td>2014</td>
</tr>
<tr>
<td>1 Oromia</td>
<td>53</td>
<td>106</td>
</tr>
<tr>
<td>2 SNNP</td>
<td>28</td>
<td>51</td>
</tr>
<tr>
<td>3 Amhara</td>
<td>34</td>
<td>57</td>
</tr>
<tr>
<td>4 Tigray</td>
<td>14</td>
<td>21</td>
</tr>
<tr>
<td>5 Afar</td>
<td>11</td>
<td>7</td>
</tr>
<tr>
<td>6 Somali</td>
<td>22</td>
<td>39</td>
</tr>
<tr>
<td>7 Benishangul-Gumuz</td>
<td>14</td>
<td>14</td>
</tr>
<tr>
<td>8 Harari</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>9 Gambella</td>
<td>7</td>
<td>6</td>
</tr>
<tr>
<td>10 Addis Ababa</td>
<td>44</td>
<td>61</td>
</tr>
<tr>
<td>11 Dire Dawa</td>
<td>5</td>
<td>15</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>235</strong></td>
<td><strong>381</strong></td>
</tr>
</tbody>
</table>

Source: Adapted from regional BoFED records, 2014

New NSAs

The number of NSAs has been increasing in the country due to the following new developments. The present study has not covered them.

- Community-based *iddir* associations are becoming more formal institutions by acquiring legal personality from BoLSA or BoJ depending on the regional laws. In Oromia Region alone, 28,084 *iddir* associations have registered with BoLSA.
- Community care coalitions (CCC) are being established in large numbers and mandated to organize support for vulnerable people in their neighbourhoods. The CCC approach was first initiated in Tigray Region by World Vision and the Bureau of Labour and Social Affairs. It has been successfully replicated in Amhara Region and SNNPR, and UNICEF has now become a major partner in promoting the CCC approach in various regions. Government and party officials are actively involved in the establishment and management of CCCs, and this raises question about their identity as non-state actors. During the research period, some 802 CCC operated in Tigray Region and 2110 CCC in Amhara Region.

\(^{87}\)According to the ChSA, of the 348 INGOs currently operating in Ethiopia, 137 registered since 2010 (i.e., 77 in 2010, 26 in 2012, 27 in 2013, and 7 in 2014).
• Mass-based organisations/associations (namely, women and youth associations) have been helping the establishment of numerous lower level primary associations in zones, woredas and kebeles. For example, Oromia Women’s Association, which has about 1.5 million members, helped the establishment of about 6000 primary associations. Most regions have women’s and youth primary associations at kebele levels.

• The self-help groups approach (SHGs), which was introduced into Ethiopia in 2002 and promoted by international and local promoters are on the rise. The approach proved to be successful in terms of empowering the poor to help themselves without free aid from external sources. Currently, most SHGs operate as projects of their promoters, and they are expected to acquire legal personality to function independently. However, there exists no appropriate registration framework that would allow them to operate on their own maintaining their identity and integrity as rights-based economic and social entities. About 18,000 SHGs are reported to operate in Ethiopia.

4.2 NSA typology
Regarding the classification of non-state actors into groups/clusters, the 2008 NSA update mapping study identified 11 categories (partly adopting the classification of the 2004 NSA mapping and partly building/adding on it). Accordingly, the 2008 typologies included: non-governmental organisations, faith-based organisations, regional development associations, networks, civic organisations, professional associations, age, gender and health-based associations, community-based organisations, trade and labour union, business and economic interest groups, and associations of media practitioners and service providers.

After 2008, the NSA sector witnessed tremendous changes such as the regrouping of NSAs through the 2009 Proclamation of ChSA (which has created seven categories of CSOs) and the emergence and/or proliferation of new NSAs (e.g., SMEs, CCC, SHGs, etc.). Both developments warrant the need to revisit and revise the previous classifications, while at the same time building on them. The 2014 NSA update mapping study identifies the following five major categories each with its own sub-categories: (1) client-based charity organisations, (2) mass-based societies and development associations, (3) business-related organisations, (4) interest-based and rights advocacy organisations, and (5) community-based organisations. The present study team, like the previous researchers, acknowledges that the exercise is so complex that one cannot expect exhaustive and clean-cut classification. The five categories and sub-categories are the following.88

4.2.1 Client-based charity organisations
This category of NSAs consists of local and international organisations registered with federal and regional agencies to implement development projects and/or provide services for their clients or beneficiaries. What makes client-based charity organisations unique (or different from other others) is that they are not membership organisations. The sub-categories include:

88 The category of a network would depend on the typology of NSAs that it represents.
a) Regional charities  
b) Ethiopian charities  
c) Ethiopian resident charities  
d) Adoption agencies  
e) Foreign charities

4.2.2 Mass-based associations (MBAs) and development associations

As the name signifies, mass-based organisations tend to encompass masses of people based on age and gender, and they strive to ensure the participation of their members (and non-members) in economic, political, and social lives. Development associations are membership organisations (members could be individuals or associations) that strive to promote development in their areas of operation. There are certain features that make mass-based and development associations different from most other membership organisations. First, they tend to help the establishment of numerous lower level associations that operate independently with or without legal personality. Second, they work closely with the ruling party and government, while the latter is reported to providing support to both.

It has been observed that there is a disparity in the legal status of mass-based associations. For example, the youth and women associations of Tigray region were registered by the ChSA as Ethiopian Resident Society and Ethiopian Society, respectively. On the other hand, the youth and women associations in other regions have registered regionally. As a resident society, the Tigray Youth Association can access foreign fund while the rest have to rely on domestic resources. In addition, because of the different legal status, these associations cannot form a network. The three main sub-categories of this typology include:

a) Women’s associations and federation  
b) Youth associations and federation  
c) Development associations

4.2.3 Business-based membership organisations

This category includes different membership organisations that represent and promote the economic and business interests of their members. This category does not include private businesses, family businesses, and joint ventures/firms based on private businesses. The sub-categories are:

a) Cooperative Societies and cooperative unions  
b) Micro and Small Enterprises  
c) Chamber of Commerce and sector associations

89 Primary mass-based associations operate without legal personality, while the zonal, woreda, ethnic or community level development associations are often registered with BoJ, BoLSA, BoSA, and lower (zonal and town) levels.
4.2.4 Interest-based and rights advocacy organisations

This category consists of membership organisations that represent and promote the interests and/or the rights of its members, who came together based on common characteristics that differentiate them from other people or groups. Although they have a lot in common (on rights issues) with mass-based associations, organizations under this category do not have large numbers of primary associations, and their relationship with the government is not necessarily close. The sub-categories include, among others:

a) Regional membership associations (e.g., disability, elderly, etc.)
b) Ethiopian societies
c) Ethiopian resident societies
d) Professional associations (e.g., lawyers’, teachers’, etc. associations)
e) Trade unions

4.2.5 Community-based organisations

This category consists of localized traditional or new, registered or unregistered, membership or client-based organisations promoting and representing the interests of their members or beneficiaries. Certain existing community-based organisations (e.g., iddir) acquired legal personality on their own initiative to improve their access to resources, services, and facilities. While SHGs have been promoted by local and international charity organisations, the CCC have been established with the help of the government, World Vision, and UNICEF.

a) Indigenous cooperation frameworks (e.g., iddir)
b) Community Care Coalition 90
c) Self-help groups
d) Youth clubs, girls’ Clubs, etc.

4.3 Reflections on selected NSAs

In this sub-section, attempts are made to examine the functional status of certain CSOs such as development associations, faith-based organisations, rights advocacy organisations, and consortia to understand possible changes that may have occurred since the 2008 NSA update mapping.

4.3.1 Regional development associations

Each regional state in Ethiopia has development associations operating either throughout the regions or in specific locations: zone, woreda, ethnic group or neighbourhood levels. The regional associations such as Tigray Development Association (TDA), Amhara Development Association (ADA), Oromo Development Associations (ODA), and Southern Ethiopia People’s Development Association (SEPDA) aimed at mitigating the development problems/gaps of their respective regions by mobilizing resources from domestic and foreign sources. These major development associations are registered with ChSA as Ethiopian resident charities. They have

90 At the local level, community care coalitions are constituted by people representing different stakeholders: residents, government agencies, religious institutions, CSOs, etc. Although the CCCs are not part of the government structure, the involvement of government and party officials raises question about their independence.
been working in close collaboration with the regional governments and some donor agencies. They invested a huge amount of resources that benefited millions of people. For example, the Oromo Development Association, reported to have invested more than 115 million Birr to implement hundreds of socio-economic development projects, which benefited more than three million people.\footnote{Development associations won reputation for reaching the most inaccessible and marginal areas that failed to attract the attention of other state and non-state actors. Some development associations (e.g., SEPDA) are reported to be supporting smaller associations. On the other hand, as discussed elsewhere in this report, there are complaints on the part of small regionally registered CSOs that the major development associations tend to monopolize access to government supports and much of the donor funds coming to the regions.}

4.3.2 Faith-based organisations

During the 2008 NSA update mapping, there were 690 local religious institutions (few with ongoing development and service projects) and 58 international faith-based development organisations. In 2014, about 100 faith-based organisations operated in Ethiopia. At the moment, the development wings of these organisations are operating as Ethiopian Resident Charities in all regions. The majority of faith-based development organisations belong to the Protestant Christianity and most of them operated in Oromia Region (21) and SNNPR (10). While most projects of the faith-based development organisations focused on childcare and child development, few others supported health and HIV, education and training, food security and livelihoods, and community development or empowerment projects. The Ethiopian Evangelical Church Mekane Yesus Development and Social Services Commission, the Ethiopian Catholic Church Social and Development Commission, and the Ethiopian Kale Heywet Church seem to have multiple projects and operational bases in many regions.

According to informants, there exists government pressure on faith-based organisations to completely separate the development and the spiritual activities and reconstitute the development wings as independent secular entities. Many religious institutions claim to have development and spiritual wings as independent entities, although they have not yet been completely separated at headquarters levels. There are concerns that the leverage and connections that the existing religious organisations employ to mobilise foreign funds may be lost when the development wings are completely separated from the parental institutions.

4.3.3 Rights advocacy organisations

As indicated in the introduction of this report, before the promulgation of the 2009 CSO law, 125 NGOs worked on human rights, good governance, and gender and policy advocacy. According to ChSA, 488 rights advocacy organisations (116 Ethiopian Charities and 372 Ethiopian Societies) secured renewal or new registrations in 2013/14. However, the operational Ethiopian Charities and Societies in the country are very few. For example, of the 160 rights advocacy CSOs expected to operate in SNNPR, only two Ethiopian Charities were operational.

Proclamation No. 621/2009 seems to have effectively diminished the engagement of federally registered rights advocacy CSOs.

However, some regional civic organisations, namely the membership organisations, registered with different sector offices (e.g. BoLSA, BoJ, and Bureau of Security and Administration) are reported to have the mandate to work on the rights of women, youth, persons with disability and the elderly. For example, the Amhara Women's Association is registered with the regional Security and Administration Bureau and have the mandate to promote anti-GBV and FGM actions and those aimed at gender equality. However, the scope of their operation is limited as they cannot access funding from foreign sources. Many Ethiopian resident charities and societies have been trying to address rights issues (e.g., child rights, the rights of women, etc.) strategically as part of their service delivery programmes. The question is, therefore, not whether there are enough rights advocacy organisations, rather whether they have the requisite resources, competencies, and independence to achieve the desired goals.

Regarding independence, women’s and youth associations are characterized as close affiliates and uncritical supporters of the ruling party and the government. Moreover, mass-based associations and other interested-based regional associations lack funds and qualified human resources to deliver on rights issues. On the other hand, the more independent rights advocacy organisations and perhaps with better delivery capacities have been weakened due to the regulatory restriction. It appears that all CSOs claiming to work on rights faced formidable challenges to be resolved. It should be established through further study how changes in the legal framework and/or funding would translate into responsible and efficient advocacy works.

### 4.3.4 Networks

Establishing numerous formal networks CSOs/NGOs is a recent development in Ethiopia. For a long period of time, the country had only one umbrella organisation, CRDA, which was established during the Dergue regime to coordinate the delivery of relief aid (Barri and Mendizabal 2009:7). In the past, officials of the Ministry of Justice had difficulties of recognising association of associations by providing a narrow interpretation to Article 404 of the Civil Code and denying rights of associations to be considered as legal persons able to establish an association of associations. This situation has been changed with the adoption of the Charities and Societies Proclamation, which clearly recognised the rights of charities and societies to establish consortium to coordinate their activities. However, legal impediment and negative interpretation of existing laws have also inhibited the growth of consortia in the country today.

In 2014, some 53 networks are reported to have registered with the ChSA, and there exist some regional networks. The present study reveals that most of the registered networks are not operational. For example, 28 consortia registered with ChSA promising to operate in Oromia Region. Nevertheless, relevant regional authorities recognised only four networks as active. These include the Consortium of Christian Relief and Development Association (CCRDA),

Network of Associations of HIV Positives in Oromia (NOPT), the Pastoralist Forum Ethiopia, and the Network of Ethiopian Civil Society Organisation in Oromia (NECSOO), the last one is regional. Informants indicated that many networks used to work in the region, and that most disappeared from the scene later in time. The records from all other regions point to the substantial decline and weakening of networks, and this is explained in relation to the 70:30 rule that forced them to give up their roles: provision of training, monitoring/evaluation, experience sharing, etc. However, it needs to be established through further research how successful networks were in terms of properly enacting these roles, and how they will make a difference if the legal provisions were to be revised in their favour.

**4.3.5 Ethiopian Charities and Societies Forum**

This is a new form of network organisation that emerged as ad hoc Civil Society Taskforce for Enabling Environment. The forum was legally established in May 2013 with an exceptional legal status comprising both charities and societies. The forum was established by a group of consortia operating both at the federal and regional levels and it includes all types of charities and societies (through networks) with no boundaries as to their legal status. This is a commendable measure, which is critically important for the growth of the sector. This effort may lead to the establishment of a strong apex organisation that can represent the interest of the CSOs in the country. As the forum is still in its early stage, the study team cannot provide analysis on the success as well as challenges of the forum.

**4.4 Geographic distribution of NSAs**

**4.4.1 Regional level distribution**

The distributions of NSAs across zonal arrangements in most regions are reported to be uneven. Most CSOs tend to concentrate in the regional capitals, accessible locations (e.g., road-sides), and areas close to Addis Ababa or the regional capitals. The uneven zonal distribution of CSOs in most regions is summarized as follows (see the regional reports for details).

- In SNNPR, Hawassa and few central zones received high shares of CSOs. For example, about 68% of the CSOs operated in Hawassa and five central zones, namely, Sidama, Wolayta, Gamo Gofa, Hadiya and Gurage.
- In Oromia, most CSOs (62.5%) are concentrated in seven central zones located in Shoa and Arsi areas, which are close to Addis Ababa. The remote zones in Wollega area (west), Hararge area (east), and Guji (south) are least favoured.
- In Tigray Region, Mekelle (the capital) and Southern Zone are favoured by CSOs. Some 45 percent of 105 projects implemented by 33 NGOs are reported to be concentrated in southern Tigray, where Mekelle is also located, while the remote Western Zone (Tsegedie and Humera) seemed to be least favoured.

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93 The zonal distribution of cooperatives and MSEs in some regions (see SNNPR report, for example) seem to mimic the CSO patterns (i.e., uneven distribution) rendering certain areas to remain disadvantaged and marginalised. Concerted efforts are necessary to promote NSA interventions in such areas.
In Amhara Region, the highest concentration of CSOs (26.4%) has been recorded in North Shoa (100 km from Addis Ababa) and South Wello Zones. The least number of CSOs were registered in Waghimra and Oromia Zones. 

In Benishangul-Gumuz Region, 26 of the 46 CSOs (56.5%) operated in Assosa Zone with the other two zones having only 10 CSOs each.

In Somali Region, most CSOs operated in accessible road-side towns/woredas. Fafen Zone, the centre of which is Jijiga, has the largest number of NGOs, followed by Leben, which lies on the main road from Dire Dawa to Djibouti.

The zonal distribution of cooperatives and MSEs in some regions seem to mimic the CSO patterns (i.e., uneven distribution), and this renders certain areas to remain disadvantaged and marginalised. In SNNPR, for example, about 56% of the cooperative were located in four zones alone: Sidama, Wolayita, Gamo Gofa, and Hadiya. Likewise, about 47% of the MSEs were found in three zones: Hawassa, Sidama, and Wolayita. The special woredas have the least number of both cooperatives and MSEs. In the developing regions, it is not only the numbers are low, but also the efficiency of the few operational NSAs seems to be limited. In the Gambella region, for instance, the majority of MSEs could not borrow money for shortage of loan supply.

4.4.2 National level distribution

The 2008 NSA update mapping study revealed that the majority of NGOs concentrated in Oromia, Addis Ababa, SNNPR, Amhara and Tigray. On the other hand, Dire Dawa, Gambella, and Harari had the lowest number of NGOs. In 2014 too, CSO concentration is noticed in the same five regions: Addis Ababa, Oromia, SNNPR, Amhara, and Tigray, in that order. According to the 2014 study, the least number of CSOs are found in Gambella, Harari, and Benishangul-Gumuz. It appears that the regional distribution of CSOs has not changed despite the pressing needs of developing regions for CSO attention.94

According to most government authorities interviewed, the concentration of CSOs in certain places is caused by distance and accessibility factors, lack of commitment to identify and address the felt needs of people, and lack of determination on the part of CSOs to bear hardships. On the other hand, most CSO representatives explained the geographic uneven distribution in terms of the 70:30 rule that they think wrongly includes transportation and training expenses into administration cost; lack of policy incentive to operate in remote and difficult locations; presence of felt needs in urban areas and the central zones; and difficulty to convince donors on the feasibility of projects in remote and inaccessible areas.

Complete data are lacking on the number of regional charity/civic organisations and cooperative societies to make a sound regional comparison. However, based on the available regional statistical data on CSOs (local and international) and MSEs, it can be argued that the developing regions, Harari and Dire Dawa have relatively low number of NSAs. There seems to be a gender

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94 In the developing regions, cooperatives and micro and small enterprises are also few and less vibrant.
imbalance in terms of leadership roles in CSOs. Men are holding the leadership positions of most charities and membership associations that target both genders. On the other hand, almost all women-specific CSOs (e.g., women’s associations, women’s federations, women lawyers’ associations, etc.) are managed/headed by women. The overwhelming majority of SHGs have also been organized and managed by women. Although concrete data are lacking, MSEs can be expected to have gender balance in terms of management and leadership because government organisations and CSOs have formed numerous women’s IGA groups (later registered as MSEs) to ensure the economic empowerment of women.

4.5 Sectoral/thematic distribution of CSO projects

The 2008 NSA update mapping identified 15 themes of NGO interventions, namely child development, integrated development and food security, health, education, HIV/AIDS, water and sanitation, agriculture/pastoral/agro-pastoral development, women and girls’ empowerment, environment and urban issues, capacity building, persons with disability and elderly support, advocacy and peace building, youth, and others. The 2014 study only partially adapted the 2008 thematic categorization because some of the themes considered as different in 2008 are not necessarily separable or mutually exclusive (e.g., health and HIV, agriculture and food security, etc.). Moreover, the regional offices kept records in somewhat different formats than the 2008 themes. Therefore, based on the information obtained from the regional BoFED offices, the active CSO projects implemented in Ethiopia in 2013/14 are categorised into eight themes.

The eight thematic areas identified for the purpose of the 2014 NSA update mapping include: health and HIV, education and training, children and women, agriculture and livelihoods, integrated development, water and sanitation, environment, and others (Note: others include a set of different intervention areas). CSO intervention priorities varied from region to region. In Oromia Region, the challenges facing children and women attracted the attention of CSOs as evidenced by the large number of projects (41%). In Somali Region, for quite understandable reason (prevalent food insecurity), there are more projects on livelihood strategies.

Some of the CSO activities were designed to complement the existing service delivery programmes of sector offices. For example, in SNNPR, the Bureau of Health reported to be working with more than 100 CSOs on reducing HIV infection, reproductive health/family planning, sanitation and hygiene, malaria control, health extension programme, child survival and child care, nutrition, eye care, neglected tropical diseases, health management and information system, health system strengthening, construction of hospitals, and hospital capacity building. Women empowerment is one of the key strategic objectives identified by the GTP. In Amhara region, two local and two national CSOs have been working directly on human and women’s rights. The Ethiopian Women Lawyers’ Association is among these CSOs working on gender equality. The organisation has been making commendable efforts to address the human

95 It is important to note that the concentration of CSOs or their projects in certain themes does not necessarily and always signify concentration of funds.
rights of women in the region despite facing serious financial constraints. CSOs in Afar and Somali Regions launched innovative approaches (mobile service) aimed at instituting flexibility in the delivery of education and health services to accommodate the interests of mobile population. Some CSOs have been trying to address the concerns of marginalised communities, issues and localities.

In 2008, total number of on-going NGO projects was 2020 (excluding those in Dire Dawa and Harari). In 2014, the number of on-going CSO projects increased to 2604 (i.e., 28.9 percent increment). The number of CSO projects increased in most regions but Oromia. It is not clear why the number of projects decreased in Oromia. In 2008, the number of on-going projects on children/women, agriculture/livelihoods/food security, health/HIV, and education ranked first, second, third, and fourth respectively. In 2014, the order of these top four sectors of CSO intervention remained the same, and all four themes experienced growth. The CSOs have been investing in human development (or have been addressing crucial development challenges), and these efforts can be expected to have a long-term impact in terms of improving the country’s stock of human capital to sustain economic and social development.
Table 7: Thematic distribution of on-going CSO projects, 2014

<table>
<thead>
<tr>
<th>Region</th>
<th>Sectoral/thematic distribution</th>
<th>2008 NSA Report</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Children and Women</td>
<td>Health and HIV</td>
</tr>
<tr>
<td>SNNP</td>
<td>136</td>
<td>113</td>
</tr>
<tr>
<td>Oromia</td>
<td>201</td>
<td>69</td>
</tr>
<tr>
<td>Amhara</td>
<td>126</td>
<td>119</td>
</tr>
<tr>
<td>Tigray</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Afar</td>
<td>15</td>
<td>8</td>
</tr>
<tr>
<td>Somali</td>
<td>11</td>
<td>41</td>
</tr>
<tr>
<td>Harari</td>
<td>28</td>
<td>11</td>
</tr>
<tr>
<td>Gambella</td>
<td>7</td>
<td>13</td>
</tr>
<tr>
<td>Benishangul-Gumuz</td>
<td>19</td>
<td>15</td>
</tr>
<tr>
<td>Addis Ababa</td>
<td>219</td>
<td>51</td>
</tr>
<tr>
<td>Dire Dawa</td>
<td>22</td>
<td>26</td>
</tr>
<tr>
<td>Total</td>
<td>784</td>
<td>466</td>
</tr>
<tr>
<td>Total in 2008</td>
<td>490</td>
<td>410</td>
</tr>
</tbody>
</table>

Source: Adapted from regional BoFED records, 2014

In terms of the number of projects, the focus on water and sanitation as well as environment has slightly decreased in 2014 for reasons yet to be discovered. It is important to note that increment or reduction of projects numbers does not necessarily imply corresponding increment or reduction of fund allocation. Health and HIV, which ranked third in 2008 and 2014, actually received the highest share of CSO funding.

Despite the large-scale and widespread NSA engagement in Ethiopia, certain themes that have direct and indirect relevance to development and the democratisation process remain little or never addressed partly due to lack of attention (by CSOs and donors) and partly due to regulatory constraints. The inadequately addressed themes include, among others, environmental protection, impacts of investment projects, impacts of social transformation, property rights of citizens, quality/quantity of public services, policy dialogue, human rights, democracy, access to justice and security, population movement/migration, infrastructure, harmful traditional practices, peace-building, energy, adult education, entrepreneurship, nutrition, pollution (air, water, and soil), marginalised communities, youth, heritage management, cultural development, and indigenous knowledge. NSAs could play constructive roles in terms of generating information for action and providing resources and skills to fill gaps.

\[96The data on operational CSOs and their projects are not disaggregated by thematic/sectoral areas of intervention.\]
5. Contributions to Development and Democracy

5.1 Contribution to the country’s development

Contribution to GTP and MDGs. The contribution of NSAs to the development of the regions and the country at large (especially in light of the GTP and the MDGs) is well recognised by informants both from CSOs and government bureaus. The interventions of CSOs largely targeted the poor and the disadvantaged sections of the Ethiopian society and enhanced the situations of healthcare, education, livelihoods, provision of potable water, prevention of malaria, controlling the spread of HIV, etc. According to most regional authorities, since these are areas where the country should register considerable achievements in order to meet the MDGs and the GTP, the contribution of CSOs towards the achievement of these goals is duly recognised. CSOs on their part asserted that they have contributed to the following concrete achievements.

- Reduction of maternal and infant mortality rates
- Promotion of family planning that resulted in increased contraceptive use
- Combating HTPs, especially FGC and customs that militate against girls’ education in pastoralist areas
- Prevention and control of the spread of HIV, and support for AIDS patients
- Creating educational access to OVC and children from poor households
- Childcare through support in nutrition and promotion of local adoption
- Care and support for persons with disability and the elderly
- Promotion of water and sanitation services
- Prevention and control of TB
- Prevention and control of malaria
- Capacity building of local government agencies

CSOs also pride themselves for fostering innovation through models successfully tested and adopted on community participation, micro-finance, new and appropriate technologies, capacity building, effective awareness raising, and social inclusion tools (e.g., community conversation).

Funds and projects. The contributions of CSOs to national development goals can also be viewed in terms of the funds mobilised, the number of projects implemented, the number of beneficiaries, and jobs created. In this regard, CSOs mobilised more than Birr 35.76 Billion (US$ 1.788 Billion) to implement 2604 projects, and these projects are estimated to benefit millions of people: children, women, low income households, and communities. Although concrete data are lacking, the study reveals that CSOs created employment opportunities for large number of people, and mobilised numerous volunteers to provide community services.

97 The exact number of beneficiaries cannot be known for multiple counting of the same CSOs in different regions.
5.2 Democratisation, human rights and good governance

CSOs’ contribution to the democratisation process, human rights issues, and good governance is limited. Obviously, some charities that are getting funds from CSF II and ESAP II are working on some limited rights issues and the improvement of public services, which contain some elements of governance. For example, the Human Rights Council continues to work on human rights violation investigation and monitoring. The Ethiopian Women Lawyers Association has been providing legal aid to poor women and capacity building training to government agencies working on gender issues. Vision Ethiopian Congress for Democracy has been implementing projects aimed at consolidating democracy through constructive discourse and civic engagement. Regionally registered civic organisations of the elderly and persons with disabilities have been making limited efforts to sensitize their members and the public about their rights and concerns. On the whole, in each region, the rights advocacy CSOs with ongoing projects are very few and their impacts on the democratisation process, human rights, and good governance remain extremely limited due to, as stated elsewhere in this report, regulatory restrictions that caused severe budget constraint and self-censorship to operate within their mandate.

Mass-based organisations (namely, youth association and women’s associations) are reported to be advocating for the rights of their members (and indirectly for non-members) mainly focusing on the participation of members in economic, political, and social affairs of the country. Youth associations and women’s associations demonstrated the capacity to reach and effectively mobilise their members through grassroots level primary associations. The two types of associations work in close collaboration with the government and the ruling party in mobilizing members for certain events (e.g., meeting, public work, etc.) and dissemination of government policies and strategies. However, concrete evidence is lacking on the involvement of mass-based associations in human rights, good governance, and improvement of the justice system.

Some Ethiopian resident charities/societies and foreign charities, especially those working on children, women, and hard-to-reach segments of the society, are said to address certain elements of governance and human rights in the context of combating social exclusion minority groups, female genital cutting, discrimination against disability, exclusion of the elderly, early marriage, child trafficking, etc. According to informants, the impacts of such indirect interventions by resident charities and INGOs are quite visible and fairly significant.

5.3 Domestic resource mobilisation

Four types of domestic resource mobilisation options are known: public collection, membership contribution, private donations, and income generation activities. Promoting and using volunteers to accomplish some NSA tasks is also viewed as an indirect means of securing local resources. A close scrutiny of the four options gives the following picture about the state of domestic resource mobilisation in the country.

Voluntary services. Volunteers can be retirees, technical experts, young people, or student interns. They can serve for a long term, such as on boards of directors, or short term, such as providing labour to build a health facility. They may be local residents or someone from another
country. In the case of Ethiopia, different historical, social and political conditions are believed to foster situations conducive to initiating volunteer services. For example, volunteer service among mass-based organisations in Tigray is exceptionally successful and by far exceeds what is observed elsewhere in the country. This is attributed to the unique historical and political situation that goes back to the time of TPLF’s field struggle, which extended to the time of the post-war reconstruction of the war torn region. It is also assumed that some elements of the legacy of the socialist system of the Dergue, where subtle impositions were taken as voluntarism, especially among the youth might still be at work.

The present study reveals that shortage or lack of financial resources in some regions, are compensated for by voluntary services and active membership participation. Most mass-based associations, and to a lesser extent, CSOs working on disability, the elderly, and HIV and AIDS, demonstrated initiatives to mobilise human resources through voluntary services, which considerably benefits the CSOs. The voluntary service activities initiated by the Tigray Youth Association (TYA) deserve mention here for its exemplary role. TYA is reported to have mobilised 15,000 young people to provide voluntary service and the annual monetary value of their service is estimated at Birr 6,700,000.

**IGA schemes.** Some well-established and well-connected CSOs such as the Tigray Youth Association and Oromo Development Association have buildings to rent and run several other IGA activities. Very few CSOs have the experience of mobilizing domestic resources through IGAs, often managed as parts of core CSO mission. Some NGOs in Gambella reported to have secured farmland from the regional government. However, it is still at the planning stage and it is difficult to foresee what would come of it at this stage. Cooperative societies and MSEs earn a significant amount of financial resources by engaging in commercial activities.

**Private donation.** In Ethiopia, the tradition of private donations to CSOs is weak, presumably because of two factors: poverty and lack of the culture of giving to charities (although giving alms to individuals is religiously sanctioned). Therefore, very few CSOs reported to have received financial support from individual donors or private organisations. A CSO in Tigray, Senior Citizens Care and Support Association, reported that one individual covered the monthly house rent of Birr 5,600 for three consecutive years, which amounted to Birr 201,600.

**Membership contribution.** CSOs that generate income from membership contribution are of two kinds. In the first category are the Regional Development Associations (RDAs) and CBOs registered under the BoJ. The latter organisations have seldom salaried employees, and their expenses are very little, the membership contributions, though small, will suffice to cover their needs. The RDAs are most privileged in that their members who are civil servants contribute one percent of their salaries. In SNNPR, the Southern Ethiopia Development Association (SEPDA) reported to be collecting membership contributions from 14,000 members regularly. The Tigray Women’s Association, that claims to have about 700,000 members, reported to be collecting Birr 10 per person per year, which would amount to annual income of 7,000,000 Birr.
Public collection. Public collection in the form of Telethon have been practiced by the regional (often ethnic based) development associations, which are believed to have the backing of the government. It has not been practiced by most other CSOs.

5.4 Foreign fund mobilisation

According to the 2008 NSA update mapping study, as stated earlier, between 2004 and 2008, NGOs mobilised a total of Birr 9,976,410,395 (US$1.123 Billion) to implement 2020 projects. Currently, the operational CSOs implemented 2604 projects with a total budget of Birr 35,761,427,762 (US$1.788 Billion) coming from foreign funds. In short, both the number of projects and the budget earmarked to implement those projects increased. An informant from Amhara BoFED stated that the funding to the region is on the rise in volume each year. The total amount of money that went to the region through CSOs was Birr 5.3 Billion in 2012, 6.4 Billion in 2013 and 6.5 Billion in 2014. Likewise, CSOs’ budget in SNNPR increased from Birr 2.2 Billion in 2008 to 4.3 Billion in 2011 and to 6.7 in 2014.

Table 8: CSO numbers, projects, budget and beneficiaries

<table>
<thead>
<tr>
<th>Region</th>
<th>Active CSOs</th>
<th>CSO Projects</th>
<th>Budget in Birr</th>
<th>Beneficiaries 98</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oromia</td>
<td>241</td>
<td>491</td>
<td>11,939,630,929</td>
<td>34,508,368</td>
</tr>
<tr>
<td>SNNP</td>
<td>214</td>
<td>595</td>
<td>6,755,640,155</td>
<td>35,822,948</td>
</tr>
<tr>
<td>Amhara</td>
<td>159</td>
<td>503</td>
<td>6,516,435,881</td>
<td>16,209,929</td>
</tr>
<tr>
<td>Addis Ababa</td>
<td>364</td>
<td>390</td>
<td>3,436,868,441</td>
<td>5,988,004</td>
</tr>
<tr>
<td>Samali</td>
<td>57</td>
<td>170</td>
<td>2,661,864,734</td>
<td>113,704,563</td>
</tr>
<tr>
<td>Tigray</td>
<td>98</td>
<td>99</td>
<td>2,278,057,291</td>
<td>1,314,167+</td>
</tr>
<tr>
<td>Afar</td>
<td>44</td>
<td>63</td>
<td>256,807,796</td>
<td>-</td>
</tr>
<tr>
<td>Benishangul-Gumuz</td>
<td>46</td>
<td>68</td>
<td>750,592,329</td>
<td>1,469,459</td>
</tr>
<tr>
<td>Harari</td>
<td>33</td>
<td>64</td>
<td>264,000,000</td>
<td>-</td>
</tr>
<tr>
<td>Gambella</td>
<td>26</td>
<td>50</td>
<td>901,530,206</td>
<td>827,837</td>
</tr>
<tr>
<td>Dire Dawa</td>
<td>61</td>
<td>111</td>
<td>35,761,427,762</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Adapted from Regional BoFEDs

5.5 Reaching the hard-to-reach

Reaching the hard-to-reach issues, people, organisations, and locations is an important aspect of donor programmes such as CSSP, CSFII and EIDHR. Hard-to-reach groups include those who live in physically remote area and communities marginalised/excluded on account of social status (e.g., ethnicity, gender, occupation, etc.) or issues they face (e.g., addiction, disability, age, etc.). Some CSOs tried to address the needs and concerns of small portion of marginalised groups. Although much needs to be done to respond to the plight of the hard-to-reach section of the population.

98These estimates are exaggerated due to multiple counting of the same beneficiaries. Experts are of the opinion that the number of beneficiaries in Oromia and SNNPR would be about 4 million and 3 million people respectively.
society, the efforts of some funding programmes mentioned above and the few CSOs working on this section deserve recognition.

Social exclusion is pervasive particularly in several zones of SNNPR. According to informants, the way the Manja and Mana (in Dawro, Kafa, Sheka, Goffa, and some parts of Wolaita), the Fuga (in Hadiya, Kambata and Guragie), and the Hadicho (in Sidama) are treated in their respective communities is totally unacceptable in the 21st Century. In Somali, though about four NGOs are operating in Kelaffo woreda, where the Reir Barie live, only one is working with the group, while there is no NGO that tries to address the social exclusion of the Gaboye at all. The overall trend is that very little is attempted to address the multifaceted problems the marginalised groups are facing be it by federal/regional governments, local officials belonging to the dominant groups, donor agencies, and the NSAs. However, sufficient data are lacking on the number of marginalised groups, their population size, the number of CSOs working on such groups, the types of interventions, the results of their efforts, and possibilities for replication of success stories. Further research is necessary to fill such information gaps.

Table 9: NGOs’ interventions on marginalised communities

<table>
<thead>
<tr>
<th>Hard-to-reach Group in SNNPR</th>
<th>Location (zone)</th>
<th>CSO Working on Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Hadicho</td>
<td>Sidama</td>
<td>Concern for Environment</td>
</tr>
<tr>
<td>2 Fuga</td>
<td>Hadiya</td>
<td>Haro Tessa (New Hope), artisan organisation</td>
</tr>
<tr>
<td>3 Fuga</td>
<td>Hadiya</td>
<td>Alliance for Poverty Eradication and Development</td>
</tr>
<tr>
<td>4 Manja</td>
<td>Keffa, etc.</td>
<td>South Ethiopian Development Association</td>
</tr>
<tr>
<td>5 Fuga</td>
<td>Gurage, etc.</td>
<td>South Ethiopian Development Association</td>
</tr>
<tr>
<td>6 Fuga</td>
<td>Kembata, etc.</td>
<td>KMG Ethiopia</td>
</tr>
<tr>
<td>7 Manja,</td>
<td>Dawro</td>
<td>Action Aid Ethiopia</td>
</tr>
<tr>
<td>8 Mana</td>
<td>Gamo (Boreda)</td>
<td>Agri Service Ethiopia</td>
</tr>
<tr>
<td>9 Mana</td>
<td>Wolayita (Koisha)</td>
<td>SOS- Sahel</td>
</tr>
</tbody>
</table>

Hard-to-reach Group in Somali Region

| 1 Reir Barie                 | Shebele Zone, Kelaffo | Shebele Integrated Development Association |
| 2 Gaboye                    | Many parts of Somali | None |

Hard-to-reach Group Afar Region

| 1 Bonta community            | Zone 3             | Dagu Relief and Integrated Development Association |

Hard-to-reach group Amhara Region

| 1 Nege de Woito              | Near Bahir Dar town | Alem Children Support Organisation (ACSO), World Vision, Jerusalem Children and Community Development Organisation (JeCCDO) |

99 Few NGOs work with marginalised artisans, PwDs, and Elderly, and that donor attention to such groups is low.
5.6 Emerging trends

Some positive and interesting trends to the emergence of which CSF II, EIDHR and CSSP contributed significantly, seem to be in the making. The most encouraging aspect is the fact that people belonging to a certain hard-to-reach groups are organizing themselves and attempting to address the problems by the members. The CSO based in Hadiya and called HaroTessa (New Hope), is a membership organisation established by individuals belonging to the artisan group. In Tigray, mothers of autistic children organized themselves to address this least attended problem for the first time in the region. They did a successful lobbying with the government, which appreciated their initiative and gave them a plot of land to build a school for the children. Besides the schooling services, the organisation provides trainings for the mothers of autistic children on how to treat and deal with such kids. Similarly, in Tigray, an organisation established by people affected by leprosy, called ENAPALT is running a project that targets groups affected by the disease. One local NGO is reported to be currently working on prisoners in Harari.

The study reveals that several membership associations of persons with disabilities and elderly are operating in all regions trying to protect the rights of members and alleviate their immediate economic and social problems. However, due to limited access to resources, almost all of these latter associations are in critical situation. Most of them do not have budget even to conduct their annual meeting. Most lack the capacity to develop project proposals and compete for funds.
6. Relationships and collaborations

6.1 Partnership with the government

It has been observed that the intensity of relationships between the government and NSAs is not uniform. NSAs such as mass-based associations, regional development associations, SMEs, cooperatives, community care coalitions (CCC) and trade unions have strong cooperation with and receive support from the federal as well as the different regional governments. For instance, mass-based associations have been accorded a special place in the various economic policy documents such as the PASDEP and the GTP as well as in the Charities and Societies Proclamation. The later provides clear stipulations for the rights of mass-based associations to actively participate in the democratisation process including election. In addition, unlike other associations, mass-based associations of youth and women are not only exempt from submitting annual activity reports to the ChSA but also are not required to provide detailed information about their members.\(^{100}\)

Regional development associations also enjoy a better working relationship with the regional governments. Some of them are receiving financial as well as material support from the regional governments. For example, ORDA in Amhara region gets financial support to carryout certain government priority areas. During the field study, it has been observed that government officials are more supportive to these types of development associations than other CSOs. The government organizes MSEs as a key development strategy and is rendering different forms of support including loan, training and counselling services, working premises, market linkage, etc.

The partnership between the government and other forms of NSAs needs further steps. Although there are some positive perception changes about the role of charities in the development process particularly at the lower government strata, additional efforts have to be made to strengthen the partnership between the government and NGOs, particularly at the federal level. Development and service providing charities tend to maintain a better working relationship with the government as long as they refrain from integrating elements of rights-based activities in their projects. Organisations like Human Rights Council (HRCO), which is working on investigating human rights violations, are still struggling to get more collaborative space with the government. On the other hand, it is worth mentioning the positive working relationship between the Ethiopian Human Rights Commission (government body) and the Ethiopian Women Lawyers’ Association (EWLA), an Ethiopian charity, in areas of legal aid services. The Commission is channelling fund to EWLA to provide legal aid support to poor women.

\(^{100}\) See Article 22(2) of the Charities and Societies Regulation No. 168/2009
6.2 GO-NGO forums

With the objective of creating a smooth working environment for the NSAs, there are GO-NGO forums established informally both at the federal and regional levels. Although their effectiveness is under question, these forums have been playing an important role in at least creating the venue for the two actors to come together and discuss common challenges. In some regions like SNNPR, Oromia, and Addis Ababa, the forums are relatively active and conduct regular meetings annually or biannually. In some regions, such forums do not exist. All the forums are chaired by the regional BoFEDs and representatives from the CSOs are assigned to assume secretariat roles. In addition to discussing issues of common concern, the forums are becoming instrumental in sharing best practices both from the CSOs and government sides.

Despite such positive roles, however, the forums are also surrounded by numerous challenges and limitations. Absence of a clear mandate as well as a modus operandi resulted in confusion and disparity among the different forums. What kind of issues can be raised and discussed at these forums and how often meetings of the forums should be conducted are not clear. Apart from chairing the forums’ meetings, clear guidelines on to what extent and what kind of issues can be handled and addressed by the regional BoFEDs are not provided. Hence, significant number of NSAs who participated in the interviews and focus group discussion casted doubt on the effectiveness of the forums, and even questioned the need of participating in such forums.

One of the main factors challenging the effectiveness of GO-NGO forums is the absence of ChSA representative to provide authoritative responses to the different questions raised by the NGOs. The representatives from the respective regional BoFEDs who are at times also seeking clarification themselves, like the NGOs, are not mandated to address issues revolving around the proclamation, regulation and the different directives governing the NGOs. Generally, the GO-NGO forums have been found playing little or no role in terms of bringing policy changes or better regulatory frameworks for the effective operation of charities and societies in the country.

The Forum for Charities and Societies, which was established in May 2013, may assume important role in strengthening the GO-NGO forums. Facilitation of dialogue aimed at creating enabling environment for CSOs operating in Ethiopia has been identified as one of the key objectives of the Forum. In line with this overarching objective, the Forum may use the GO-NGO forums to channel issues of common concern in a coordinated approach.

6.3 NSA Self-Organisation: State of apex, network and consortia structures

There is no commonly shared definition of the concept of ‘network’. It may mean different things to different people. For the purpose of this study, we selected the definition given by the 2008 NSAs Mapping Study, which defines ‘networking’ as an act of ‘fostering of links between organisations, aimed at attaining inter-organisational economies of scale in pursuit of shared objectives’. Networks share many things in common, and it can be stated that their

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commonalities outweigh their differences. It is equally important to acknowledge that regardless of their commonalities they exhibit peculiarities stemming from their goals, structure (formal/informal), membership base, or spatial coverage (local, national, regional, global).

No doubt networks possess a tremendous potential to benefit the NGOs that participate in them. They provide increased access to information, expertise and financial resource; strengthen solidarity and support; and increased visibility of issues; and share of best practices. However, there are different obstacles affecting the growth and strength of networking such as lack of equal commitment of members, competition for resources and disparate capacity of members.

In the Ethiopian context, one may find both the informal and formal networks. The formal networks are those registered by the ChSA and classified as consortium. As a matter of fact, the law does not prohibit the existence and operation of informal networks, which can be established to address contemporary specific issue or to share information. In this regard we may mention the previous CSO Taskforce for Enabling Environment which was established by a group of NGOs immediately before the adoption of the CSP to facilitate the advocacy efforts of the sector for better law, and the Network Harmonization Initiative which was established to coordinate networking activities in the country. The latter was hosted and actively supported by CCRDA, which is the oldest umbrella organisation with the largest number of members. It has more than 340 members both from residents and foreign charities.

6.4 Limitations and challenges with networking

As discussed above, networking in the NSA sector has increased both in number and diversity. Despite such improvement, however, the sector been surmounted both by external and internal challenges. The first problem is directly related to the formation/establishment of networks. In the Ethiopian context, the idea for the formation of a network usually emerges from a workshop or training event. However, when the workshop euphoria wears off; founders often exhibit a decreasing practical commitment, which affects the initial take off stage of the network. In addition, sizeable network organisations tend to be established with ambitious objectives, which make the network ‘a jack of all trade and a master of none.’ This has affected the quality of services networks provide and undermine their effective engagement and sense of ownership.

More often than not, NGO-networks are plagued by serious capacity limitations and surging incompatibility of priorities among their members. The other formidable challenges often NGO-networks face is the pervasive fierce competition among different NGOs for resource. As a result members’ organisations usually prefer their networks to focus on fund channelling as priority objectives. The core mandate of NGOs networks should have been facilitating common voices and engaging the government for policy changes and enabling environment. One key

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104 Adam Abelson: NGO NETWORKS: Strength in Numbers?2003, p. 10
105 Aster Birkie; Civil Society Networking and Coalition Building in Ethiopia; 2008: p. 138
106 Ibid
informants summarized the challenges of network organisations as follows: increased coordination deficits; limited organized efforts (or networking opportunities) for finding common grounds and to build consensus; increasing unilateralism and individualism as opposed to wider consultation, consensus building and joint actions; and duplication of efforts and services that led to poor utilization of scarce resources.
7. Innovative approaches

In this report, the term ‘innovative approach’ is used to refer to creative strategies that different CSOs have introduced to ensure operational efficiency/effectiveness, cost reduction, ownership spirit, sustainability of projects, etc. The practices do not necessarily imply pioneering achievements. However, they represent departure from the traditional NGO support approach – welfare type aid hand-outs, dependent on donors, not comprehensive, etc. Further research is necessary to identify and understand the various innovative approaches, success stories, and their amenability to replication. The purpose of this sub-section is to provide brief accounts of some exemplary innovative approaches that the research team came across during the study period. The innovative approaches discussed below include new areas of engagement, creative resource mobilisation, and effective ways of addressing problems/issues. Many of the approaches can be replicated, and CSO networks could play central promotional roles. Given the importance of such roles, it is justified to consider relaxing the regulatory restrictions on the costs of networks.

7.1 Value-chain commodity

Some CSOs in SNNPR, Oromia Region, and to a limited extent in some other regions have focused on the promotion of value-chain products, where the beneficiaries were given the required assistance for business identification, production, processing, and marketing of the processed products to wholesalers or directly to consumers. SOS Sahel in one of the CSOs which has a value-chain commodity intervention in many regions. In Gurage area (SNNPR), for example, the assistance of the organisation spans from the distribution of pepper seeds to the marketing of the processed products. Likewise, the honey value-chain project in Bonga (SNNPR) involved support that ranged from provision of inputs to marketing of processed products. SOS Sahel has similar interventions in Oromo Region, where honey, sheep/goat fattening, vegetables, avocado, and aloe soap (soap from weed) represent the commodities. The value-chain commodity approach is comprehensive and the CSOs support in product processing and market identification saves income that may have been lost to intermediate agencies.

7.2 Community-government-Diaspora partnership to build school

Upon realization of the growing demand for education and limitedness of government capacity to build schools throughout the region, the Tigray Development Association (TDA) launched a school construction initiative called ‘From Das to Class’ (meaning, from schools with thatched roofs to schools with proper buildings). The aim of the initiative was to forge partnership and commitment among four core stakeholders: community, government, diaspora and TDA. TDA took the responsibility of ensuring the partnership agreement, identifying their contributions (finance, labour, material, etc.), and finally executing the construction of schools. The initiative created widespread excitement and a sense of positive competitions among the Tigrayan diaspora, communities residing in Tigray region, and the Tigrayans living elsewhere in Ethiopia to contribute their parts. Under the motto ‘From Das to Class’, TDA is reported to have constructed 570 primary schools, 30 high schools and one special high school for talented
students. These achievements may not have been scored within short period had the association waited for or relied on donor and/or government supports alone.

7.3 Environmental protection and social inclusion
Concern for Environment (CFE) is a small CSO in SNNPR engaged with environmental protection (especially in Lake Hawassa catchment area) through awareness raising, land rehabilitation, reduction of pollution, afforestation, and incentive schemes. In its recent innovative intervention, the organisation managed to link environmental protection with livelihood improvement, introduction of new technology, and empowerment of a marginalised group in Sidama Zone. In order to reduce pressure on the forest resource due to firewood collection, CFE introduced the production of fuel-saving stoves. With an intention to build on the existing local knowledge, members of the Hadicho minority group (potters) were recruited for the training in the fuel-saving stoves. Members of the non-Hadicho Sidama people were also involved in the training of the new technology, which was considered as a source income for the participants. The achievements of CFE include: the improvement of the interaction between the Hadicho and the non-Hadicho groups as evidenced by physical contacts, sitting together, and eating/drinking together during the training time and afterwards; the possibility that the new technology (if adopted widely) will reduce pressure on forest; and the income generation activity expected to contribute to the livelihoods of the participants. The systematic and strategic combination of different issues in project makes the approach creative.

7.4 Mobile education
Some CSOs working in the pastoral areas of Afar and Somali Regions deserve special mention for promoting mobile education. In Afar Region, Afar Pastoralist Development Association (APDA), in collaboration with its partners introduced the mobile education system. The organisation is also known for its commitment to reach remotest areas and provide educational access to pastoral youth without interfering with their mobile traditional lifestyle. The “Emergency Education System” in Somali region provides similar service addressing especially the needs of children whose education has been interrupted due to conflicts and natural calamities. It is important to acknowledge that mobile education system is implemented in the other agro-pastoral areas as well. Further research is necessary to assess the success stories and the possibility for replication.

7.5 Domestic adoption
Positive Action for Development (PAD) in Somali Region and the Bethel Children’s Home (BCH) in Oromia Region have been promoting domestic adoption as against foreign adoption, which uproots children from their homeland, cultures, and identity. The engagement of BCH deserves to be highlighted as its success is clearly based on the exceptional commitment and personal sacrifice by an individual - the Director. BCH launched its programme and entered a three-year partnership agreement with an international adoption agency to support the orphanage, reintegrate with their relatives, and facilitate foreign adoption as a last resort. BCH totally depended on its partner for food, shelter, clothing, and medical services for 21 children. The
relationship between BCH and its partner deteriorated within the first year of their agreement when the later allegedly pressed for international adoption before exhausting the local options. The partner abandoned its commitment to support the 21 children due to BCH’ refusal to facilitate the transfer of children for international adoption. It was at this stage and out of frustration that the Director of BCH, a former high school teacher and a mother of three, decided to promote domestic adoption instead. However, she had nothing to feed the children and no money to pay the rent for the shelter. Upon the consent of her husband and her own children, she turned their private residential home into an orphanage. In addition to asking her friends and the public for help, she started baking and selling injera and bread to generate income and feed the 21 orphans until BCH found a new sponsor. BCH facilitated the adoption of eight orphans, and this year it has received six adoption requests. Although adoption (gudifecha in Oromo language) is known in Ethiopia, CSO involvement in promoting local adoption is a new development.

7.6 Community empowerment

Afro-Ethiopia Integrated Development (AEID) is one the CSOs that works on community empowerment in Amhara Region in the context of the social accountability programme. AEID has created an opportunity to improve water quality by enabling the community to hold government officials accountable/responsible for the provision of water services. Though there was resistance in the beginning on the side of government officials, they are becoming responsive in addressing water quality issues and improvements can be observed. Similar programmes are found in Tigray, where the Tigray Youth Association exerted influence on local governments to rectify irregularities related to the quality of road construction and the provision and application of agricultural inputs. The role CSOs play as intermediaries between communities and government agencies through the social accountability approach is new.

7.7 Cleaning fluoride pollution

In the Rift Valley areas of Ethiopia, the ground water contains fluoride, which causes brown stain on teeth. Exposure to excessive consumption of fluoride for long period is reported to cause bone fractures, pain and tenderness, and tooth decay. The Oromo Self-Help organisations (OSHO) introduced and adopted a technology (from Kenya) that filters fluoride from water so that the risk of having brown stain on teeth is averted. Locally available and inexpensive animal bones from slaughterhouses in Adama are used as the main raw material for filtering the fluoride polluted water. An expert working for OSHO stated, “The logic of the technology is simple: use the animal bone to trap the fluoride before its gets to human teeth.” Some 320 household filter and nine community level filters have been built and distributed to beneficiaries in six villages of OSHO project area. Each community filter has a small rural shop built by OSHO, and a chlorine dispenser is attached to the shop. Individuals willing to ensure the treatment and supply water to the community are allowed to use the shop to store and sell private goods such as oil, sugar, etc. Other CSOs operating in other parts of the Rift Valley area are reported to placing order for the filters. OSHO is recognised for pioneering an intervention that relies on local raw materials.
7.8 Heritage management
In the area of cultural heritage management, the Cultural Association of Tigray (CAT) may be recognised as a pioneer NSA that inspired government institutions to take concrete steps to promote on cultural heritage management. CAT opened the first Art College in the region and was instrumental in the opening of the Heritage Study Department at Mekelle University. It also played an important role for the return of 120 objects classified as cultural heritage aging between 100 to 800 years. By taking lessons from the annual language symposia of CAT, the Tigray Region has established an independent Language Academy.

7.9 Local resource mobilisation
Most charity organisations expect donor funds, but securing donor assistance is rather difficult for small organisations operating in the regions. Domestic resource mobilisation is being seriously considered and pursued by some CSOs in many regions. In Gambella Region, for example, many CSOs are seeking to engage in beneficiaries and institutional IGAs in the fields of agriculture, horticulture, apiculture, livestock production, and natural resource extraction. Representatives of two CSOs reported to have secured farmland from the government, while other reported to be implementing beneficiaries IGAs in the area of horticulture, fishing, gold mining, masonry, sand extraction, oil production, catering food/drinks, and other businesses. In Gambella Region, women’s and youth associations and CSOs working on HIV/AIDS also tried to promote voluntary services. The practice of mobilizing volunteers is gaining popularity in other regions too. The ‘human ambulance’ initiative in Tigray Region is a case in point.

7.10 ‘Human ambulance’
The Tigray Youth Association came up with an innovative idea of ‘traditional human ambulance’, which aimed at mobilizing rural youth for the transportation of patients from inaccessible villages to nearby clinics and hospitals. Upon the realization of the challenges of communities living in remote areas without road access, the Association decided to provide free transportation using the labour of its members. Locally made stretchers with canvas roofs have been built and distributed to the youth to carry patients and expecting mothers to the nearby health centres. During the research period, about 15,000 young people have been mobilized to provide the ‘human ambulance’ service free of charge.

7.11 Comprehensive support
Some CSOs have won reputation for providing integrated support packages that enabled them to address the challenges of their beneficiaries on a comprehensive and sustainable basis. Shiny Day is a small CSO in SNNPR that helps orphan and vulnerable children to become productive and economically independent citizens by providing multidimensional support in an integrated manner. Shiny Day’s services have four major components: accommodation (boarding, food, medication, sanitary service, and materials provision); vocational skills training (metal and wood work, tailoring and design, food preparation/catering, and urban agriculture); academic support to those who join universities and colleges; awareness-raising (on HIV, disability, harmful
traditional practices, family planning, prevention of child trafficking, and gender equality). Shiny Day not only provides vulnerable children with food and shelter/accommodation but also equips them with the knowledge and skills that they need to become successful in their adult lives. Hence, OVC/HVC accepted by Shiny Day are likely to succeed. In Oromia (East Shoa and Arsi), RAPID, the only CSO supporting children and adults with disabilities, provides comprehensive services focusing on home-based rehabilitation, advocacy, socio-economic empowerment, medical/surgical services, and pre-schooling.

7.12 Fighting HTP through empowerment and community conversation

Kembatti Mentti Gezzimma (KMG) Ethiopia managed to reduce the practice of female genital cutting and discrimination against artisans (potters) locally called Fuga (pejorative term) in Kembatta and neighbouring areas through economic empowerment, community conversation, and other strategies. Some of the strategies/activities of KMG Ethiopia include facilitating awareness programmes for women, girls and health care professionals through community conversation; provision of support in areas of economic enfranchisement, education, reproductive health services, and HIV/AIDS prevention; facilitating conversation and interaction between the artisan and non-artisan communities to build mutual respect; and engagement in livelihood improvement and social transformation to enhance the income and dignity of artisans. KMG Ethiopia came up with two innovative concepts, ‘whole body’ and ‘golden hands’, to disengage conceptions associated with FGC and Fuga respectively. An annual event called ‘Whole body-Healthy life-Freedom from FGM’ has been launched in 2004 to honour daring uncut girls and courageous mothers for standing against FGC thereby reversing the tradition of honouring the practice. KMG Ethiopia coined and disseminated the concept of ‘People of the Golden Hands’ to promote appreciation for the skills of the artisans and their integration into the larger society.

7.13 Efficient Budget Utilization: A merit of collaboration and coordination

A group of seven international NGOs in Benishangul-Gumuz Region have been carrying out various interventions as a team. The NGOs include: Canadian Hunger Foundation, Canadian Physicians for Aid and Relief, Food for the Hungry, International Network of Bamboo and Rattan, Oxfam Canada, Save the Children Canada, and World Vision. They managed to mobilise Birr 351,884,430 Birr, which is close to 50% of the total fund that went to the region. Although their main focus is on ensuring food security, they are also engaged in different thematic areas using integrated approach. The programme has the objective of improving the food security and economic well-being of vulnerable people and targeting to benefit 20,500 households in the three zones, seven woredas, and 70 food insecure kebeles. Building on best practices, the programme integrates agricultural development, natural resource management, nutrition, gender, capacity building, disaster risk management, as well as value-chain and market-led development. The different NGOs involved in the programme share roles and responsibilities according to their areas of specialization and comparative strength, all programme activities are implemented in close collaboration with government offices.
8. Challenges and limitations

The common problems encountered by CSOs in all regions relate to regulatory and structural issues, resource mobilisation, donor accessibility and donor expectations, poor cooperation with government agencies, internal capacity of CSOs themselves, poor coordination among the CSOs, and a general lack of infrastructure in the regions (region-specific challenges are presented in the regional reports).

8.1 Regulatory challenges

Programme vs. administrative costs. The 70:30 rule is viewed by some representatives of CSOs as counterproductive and discriminatory to small CSOs. It rewards financially strong CSOs that do not spend 30% on running cost and discriminates against the resource-poor CSOs. The content of the complaint is not about the 70:30 ratio per se, rather the ‘wrong’ classification of certain expenses as administrative costs. The shortcomings associated with wrong classification of certain expenditure items as administrative instead of operational have been raised in two previous studies.\(^{107}\) The provision is considered as counterproductive in that the inclusion of programme expenses into admin costs discouraged the following:

- Conducting research before planning and implementing projects
- Conducting monitoring and evaluation to improve the performance of CSOs
- Establishing/maintaining consortia to coordinate and guide the activities of CSOs
- Providing training and organizing experience sharing event to enhance capacity
- Planning to extend activities to remote areas and hard-to-reach-groups

Foreign vs. domestic sources funds. The 90:10 rule, which requires the CSOs categories called ‘Ethiopian charities’ and ‘Ethiopian societies’ not to receive more than 10% of their income from foreign sources, significantly incapacitated the rights advocacy organisations. Moreover, the provision has also implication for the regionally registered CSOs in that they too are prohibited from accepting more than 10% of their income from foreign sources. Accordingly, these organisations have to rely on the meagre local resources, which are not sufficient to cover their cost. Most regionally registered organisations lack the required human capacity to raise foreign fund even within the 10% threshold.

NSAs in that the funding agencies are reluctant to support them for lack of provision on the access of such NSAs to foreign funds.

Income generation. The provision that requires that IGAs must be directly linked to the core CSO mission and that IGA management must be separated from charity works, discouraged most CSOs from engaging in IGAs or coming forward with proposal to engage in IGAs. This provision is also called discriminatory because the private sector is not subjected to the

preconditions that ChSA places on CSOs to engage in business activities. Consequently, the prospect for domestic resource utilization through IGAs remains bleak. Relevant regional authorities share the above three concerns as valid and worth reviewing.

**Structural problems.** The Charities and Societies Agency, the federal government office responsible for registration and regulation of CSOs, does not have regional offices or representations. Hence, it is not accessible to CSOs based in the regions. For new registration, renewal of registration, and other major/minor issues, CSOs have to travel to Addis Ababa and incur costs, which counts to administrative expenses. ChSA does not seem to have the capacity to monitor and evaluate the activities of the CSOs. Most organisations in the regions reported that they saw ChSA officers during registration or renewal of registration. The regional BoFED was mandated only to provide service in relation to bank signatories.

In order to launch programmes, CSOs are required to secure partnership agreement from the relevant sector offices and sign the binding operational agreement with BoFED. In the process, BoFED becomes the primary partner to oversee the implementation of CSO projects. However, according to many informants from sector offices in many regions, BoFED does not have the expertise to understand the details specialized projects and monitor/evaluate them accordingly. Nor does it have sufficient human power to cover all the projects. Many officers are of the opinion that sector offices must sign operational agreements because they have the expertise and the critical mass of workers for the tasks.

8.2 Challenges related to government-NSA relations

Both the government and the CSO sides expressed discontent over a number of issues. Some CSOs representatives believe that government authorities have negative attitudes towards some CSOs. Some authorities are reported to use such terms like 'rent-seeker' and 'neo-liberal agents' and such characterization allegedly destroyed CSO images in society. Some representatives of CSOs also complained about preferential treatment, where the government is reported to support and facilitate conditions for certain NSAs (e.g., mass-based associations) as evidenced by the provision of offices and space to engage in business activities. Bureaucratic bottlenecks, lack of attention to CSOs concerns, difficulty to schedule meetings with officials, and failure of officials to honour invitation to CSOs meetings are presented as additional examples to describe the SA-NSA relationship as hierarchical and the spirit of cooperation as low. Some CSOs leaders underlined the existence of cooperative relationships with regional government authorities.

On the other hand, in several regions government institutions working with the CSOs expressed the following concerns: some CSOs fail to comply to their own commitments, the agreements they have signed with government partners, and to the existing rules and regulations; focus on a quick fix rather than on long-term solutions; some are reluctant to hand over their property after their projects have phased out; some launched projects without a baseline study or even without securing funds; some abandoned their beneficiaries unexpectedly; many prefer to employ rather expensive foreign staff instead of cheaper but equally capable local staff; some bring cleaners
and guards from Addis Ababa rather than hiring in the regions. Due to lack of budget for monitoring and evaluating NGOs their work could not be followed up properly.

8.3 Challenges related to resource mobilisation

In all regions, challenges related to resource mobilisation were mentioned: some related to donor expectations, others to weaknesses of the CSOs themselves, and still others to the regulatory requirements. A general tendency to rely and depend on mainly foreign donor and government agencies was observed in all regions, together with very limited efforts to explore domestic sources.

8.3.1 Donor related challenges

Donor fund, often secured by grant proposal on competitive basis, represented the main source of income for the majority of CSOs, namely, the Ethiopian Resident Charities and international NGOs. However, securing foreign fund has never been easy for most CSOs in general. On the one hand, donors require NSA to develop project proposals that should meet stringent and highly complex criteria, justified by their claim to “ensure global accountability”. Coupled with the high volume of proposal received, this requires the deployment of professionals external to the donor agency to appraise proposals. On the other hand, the institutional/human resource capacity of many organisations falls short of meeting such a requirement. Thus, the funding seems to be monopolized by few strong Ethiopian resident Charities.

CSOs in several regions stated that they face difficulties in meeting the requirements of donors to qualify for funding. Some regionally registered charity/civic associations have limited or no access to donor funds because the regional bodies responsible for registration require CSOs not to receive more than 10% of their income from foreign resources. Many local NSAs do not have access to funding information and the funding agencies, which are concentrated in the capital city. Poor ICT infrastructure and the long distance of the region from the capital city have been identified as challenges affecting the capacity of NSAs to access information and fund. The kinds of mission organized by some donors programmes (e.g., EU-CSF II and CSSP) to advertise calls for proposals should be promoted. Small regional CSOs lack the capacity to produce grant proposal that would pass the rigorous donor scrutiny. In other words, according to informants, there seems to be donor preference to support international NGOs and strong local CSOs, and the small NSAs cannot compete with such experienced and capable organisations. ¹⁰⁸

Donor preferences of certain projects over others have also been raised in many regions. Economically, socially, and culturally excluded/marginalised groups (e.g., person with disabilities, elders, and other minority groups) lacked donor attention. ¹⁰⁹ The duration of some donor-funded projects and the question of sustainability were among the issues raised in some regions as sources of concern for CSOs. Donor projects are often time-bound (and sometimes

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¹⁰⁸ On the positive note, the recent initiatives/funding approaches of CSSP, EU-CSF II, and ESAP 2 are highly appreciated by most informants for making resources accessible to NSAs that would otherwise be left out.

short-lived) with or without a possibility for extension. Without sufficient funds and time, the sustainability of projects that focus on behavioural change cannot be guaranteed.

Some informants argued that the approach of the donors has created a tendency of fund monopoly where few government affiliated development associations are taking the majority of resources coming to the regions, though there was also a counter argument for this which rather appreciated the role of government affiliated NSAs in supporting small local NSAs. Some NGOs that have been receiving financial support from Islamic organisations and Arab countries noted that the funds from these sources are no longer available, or has significantly reduced, because the donors have shifted their attention to the Arab countries engulfed in conflicts.

8.3.2 CSOs weaknesses in fund raising

Regarding resource mobilisation, most CSOs admitted to have their own weaknesses. The inability to raise funds from domestic and external sources relate to lack of capacity (lack of qualified staff) especially among smaller CSOs who are competing with bigger and more experienced CSOs for funds. Possibilities of domestic resource mobilisation such as public collection, contribution of members, private donations, and running IGA schemes is not commonly practiced among regional CSOs partly due to lack of experience. Some CSOs representatives expressed their doubts that domestic resource collection is a viable way of raising funds given the low level of income and lack of experience in domestic resource mobilisation.

8.3.3 Lack of adequate and qualified staff

The lack of qualified staff has been mentioned in many regions, especially for smaller CSOs. With small funds it is impossible for organisations to hire well-qualified and experienced staff, who in turn could be more successful in mobilizing more resources. The 30:70 rule, as mentioned above, also forces organisations to spend most of their funds on programmes, and in some cases the bulk of the admin budget goes to the headquarters of local NGOs in Addis Ababa. This means that little money is available for qualified staff at the regional level. In some regions lack of office and space was mentioned as a major constraint to establish well-functioning CSOs, and logistical challenges also constrained their movement. Related to the lack of resources is the poor performance of many CSOs reported in many regions. The lack of experienced staff affects the quality of the planning, the manner of project implementation, and even the timely reporting on projects.

8.4 Concentration of CSOs in accessible areas

Representatives of CSOs and government institutions have recognised the fact that CSOs mostly concentrate in urban areas, by roadsides, and accessible areas. However, as indicated earlier, the explanations of the two sides vary markedly. The perspective of government officials is that CSOs lacked the willingness and determination to operate in remote areas. Many CSOs representatives pointed to regulatory and financial constraints that forced them to concentrate in accessible areas. The poor infrastructure in some regions and lack of resources make remote
areas difficult to access, and the 30:70 rule further discouraged any intention to operate in distant and difficult locations.

8.5 Lack of cooperation among CSOs and weakness of consortia

Another weakness admitted by many CSOs is that there exists no or little cooperation and collaboration among NSAs in the regions. During focus group discussions and feedback sessions, it became evident many CSOs know little or nothing about the existence and activities of others engaged in similar activities. The participants underlined that lack of networking leads to a lack of communication with the effect of duplication efforts and wastage of resources. Networks are expected to bridge such gaps. The challenge is, however, the CSO law forbids networks from having programme costs. Moreover, the law does not allow the networking of CSOs belonging to different categories, and restricts that one CSO can only belong to one consortium, even if it works on different thematic areas.

8.6 Challenges of other NSAs

The challenges encountered by other NSAs (e.g., cooperative, MSEs, SHGs, CCCs, business-related organisations, etc.) have not been explored in detail. However, the research team came across the challenges, which should be studied further.

- Representatives of some cooperative societies noted the following challenges: lack of full attention from government, delays in formulating policies appropriate legal provision as the cooperatives mature, considering cooperatives as NGOs, etc.
- Representatives of MSEs expressed the following concerns: shortage of loan supply, inadequacy of loan amount, lack of space to run business, lack of access to products, etc.
- The main concern of SHGs seems to be lack of appropriate legal frameworks for registration. Registration under the existing regulatory options (e.g., as MSEs, cooperatives, Charities and Societies, and civic associations) would not allow them to maintain their identity and integrity as SHGs.
- Representatives of some mass-based associations complained about lack of adequate financial resources and capacity problems. They also noted that they could not access donor funds partly for lack of capacity to develop grant proposals and partly because of poor relationships with many donor agencies allegedly questioning the independence of MBAs and rejecting their grant proposals on account of poor quality.
- Representatives of some iddir associations expressed concerns associated with lack of access to foreign funding agencies to support vulnerable people in their neighbourhoods.
9. Addis Ababa City Government

9.1 Overview of the city

Addis Ababa is the capital city of Ethiopia, with a population of 3,384,569 according to the 2007 population census with annual growth rate of 3.8%. Established in 1886, Addis Ababa is one of the oldest and largest cities in Africa. The city hosts 30% of the urban population of Ethiopia, and its geographic location, combined with its political and socio-economic status have made it attractive to hundreds of thousands of people coming from all corners of the country in search of employment opportunities and services. According to the study of UN Habitat, the rural urban migration accounts for about 40 percent of the growth of population of the city. Consequently, the city is posing critical challenges, including high rate of unemployment, housing shortage and environmental deterioration.

According to 2012 Interim Report of the survey study result on Ethiopian progress Towards Eradicating Poverty, 28.1% of the residents of Addis Ababa were under general poverty and 26.1% of the residents were under food poverty. It has an area of 540 square kilometre with an average altitude of 2400 meters above sea level. Administratively, Addis Ababa has the status of both a city and a state. It is the capital of federal government and a chartered city. It is divided into 10 sub-cities and 116 woredas, and the sub cities are Addis Ketema, Akaki-Kaliti, Bole, Gulele, Lafto, Lideta, Kirkos, Kolfe, Arada and Yeka.

The NSAs updating mapping study was conducted in Addis Ababa City using both qualitative and quantitative methods. In addition to secondary sources, the research employed primary sources soliciting data through interview. A total of 12 individuals selected from governmental and non-governmental organisations were interviewed. With a view of validating site data, a feedback session was organized for informants who took part in the interview.

9.2 Profile and distribution of NSA typologies

In terms of typology, the NSAs operating in Addis Ababa can be grouped into three major categories as follows.

1) Charity and society organisations
   a) Ethiopian Charity
   b) Ethiopian Resident Charity
   c) Foreign Charity
2) Mass-based membership associations
   d) Women’s Associations
   e) Youth Associations
   f) Development Associations
3) Business-based membership organisations
   g) Cooperative Societies
   h) Micro and Small Enterprises
   i) Chamber of Commerce and sectoral associations
9.2.1 Charities and societies: Numbers and categories

To analyse the number and categories of NSAs various sources have been identified: the records of the ChSA, the regional Bureau of Finance and Economic Development (BoFED) and sectorbureaus. This section deals with the number and categories of charities and societies operating in the city of Addis Ababa. The table below shows summary of the different NSAs operating in the city.

According to ChSA’s record, there are 1838 CSOs have registered to operate in Addis Ababa. However, only 364 CSOs have project agreement with the Addis Ababa City Administration BoFED until August 2014. From the 364 charities that have project agreement with Addis Ababa BoFED, 61 are international organisations (of which 18 are Adoption Agencies), 27 faith-based organisations and the remaining are local charities and societies. Unlike the regions, ChSA is the only agency responsible for registering charities and societies operating in Addis Ababa.

9.2.2 Mass-based associations

Addis Ababa Youth Association. The Addis Ababa Youth Association was established 1998 with the objective of empowering the youth to be productive, responsible, active participant in economic, social and political activities. Members of the association are young boys and girls between the age of 18 and 30. The association has more than one hundred thousand members and more than 55% are women.

Addis Ababa Women Association. Established in March 1998, Addis Ababa Women Association (AAWA) is focusing on social, political and economic empowerment of women in Addis Ababa. It has more than 154,000 female members and more than 5,500 associate male members in the metropolis. The association has 242 permanent employees and 1,500 volunteers, and working in partnership with different governmental and non-governmental organisations.

9.2.3 Business-based membership organisations

Cooperatives and Micro and Small Enterprises. Unlike the other regions, business cooperatives and SME are registered by one government organ, Small and Micro-Enterprises Development Bureau of Addis Ababa City Administration. Looking into the nature of their establishment, 75% of the total SME established as sole proprietorship, 22% as cooperatives and the remaining 3% as share company.

Organizing Micro and Small Enterprises has been taken as key development strategy of the Addis Ababa City Administration since 2004. Accordingly, 19134 SME were established in 2004 and this number has reached to 83,166 in 2007. As sources from the Small and Micro Enterprises Development Bureau of Addis Ababa City Administration indicated the sector has created job opportunity for more than 850,000 individuals. It has been serving as a spring board for the expansion of industrial activities, and in three years times (2011 to 2013) more than 600 SME transferred to medium scale industry. In 2011, a total of 237 SME working in five sectors moved to medium scale industry enterprises, while in 2012 and 2013 there were 113 and 250 which moved to medium scale industry, respectively.
Number of activities has been carried out by the government to strengthen the sector including availing market places, establishing market chain, providing loan and other technical supports.

**Chamber of Commerce and Sectoral Associations.** The Addis Ababa Chamber of Commerce and Sectoral Associations (AACCSA) is the largest and oldest city chamber in Ethiopia which was established in 1947 by General Notice Number 90/1947. AACC is, hence, reminisced as the “mother-womb” of the chamber system in Ethiopia. The General Notice No. 90/47 clearly defined the functions and duties of the chamber and made membership voluntary. It was only in 1971 that other chambers were established in the country such as Adama, Asmara, Dire Dawa, Gondar and Jimma. In this year, Addis Ababa Chamber of Commerce changed its name to Ethiopian Chamber of Commerce with branch offices in the stated part of the country.

In addition, due to the number of its members as well as organisational strength, the Addis Ababa Chamber of Commerce has remained very influential on the overall growth and development of chambers in the country. The name AACC re-emerged once again when it was re-established in 1978 by Proclamation No. 148/1978 which also established the Ethiopian Chamber of Commerce. Due to the mandatory legal requirement, membership of AACC surged to a peak of 33,897 in 1992. But this number went down dramatically following the change in government in 1992, and the current membership of AACCSA is estimated at seven thousand. Compared to the number of members of the business community in the city, AACSA’s membership is found to be relatively small which put doubts on its capacity to represent the business community.

**Sectoral Associations.** Proclamation No. 341/2003 defines sectoral associations as associations formed by persons engaged in production and established in accordance with Article 404 of the Ethiopian Civil Code for the purpose of pursuing their common interest. They can be set at the national or regional or woreda levels by persons engaged in the production and trade of agricultural products; persons engaged in the production and trade of manufactured goods; persons engaged in micro and small manufacturing and trade; and persons engaged in the manufacture and trade thereof of any manufactured goods.

**Business Associations.** As different sources indicate, there are different business related associations which are established under other laws than the law governing chambers and sectoral associations. These associations are mostly established on commodity and service lines as well as certain group of individuals. The record of the ChSA shows associations like the Ethiopian Coffee Exporters, Coffee Growers, Ethiopian Bankers Associations, Addis Ababa Butchery Association, Addis Ababa City Tour Guides Association, Addis Ababa Women Entrepreneurs Association, Women in Business, Ethiopian Women Exporters Association, etc. Although these organisations were initially registered by the ChSA, they were forced by the same agency to look for other registering body and most of them transferred to Ministry of Trade.

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111 Bacry Yusuf and et al; Situation Analysis of Business and Sectoral Associations in Ethiopia: 2009, P. 54
9.2.4 Faith-based development associations

There are twenty-seven faith-based development associations implementing various development projects in Addis Ababa. The Ethiopian Orthodox Church, Ethiopian Catholic Church, Ethiopian Kalehiwot Church, Islamic Relief Association and others are actively working in the city. The majority of the projects implemented by faith-based organisations in Addis Ababa are focusing on child sponsorship and development.

9.3 Geographical distribution

To analyse the geographical distribution of the different projects implemented by the charitable organisations, the study team has taken as sample the projects the organisations have signed with the Bureau of Women, Youth and Children Affairs (BoWYCA). As sources from the Addis Ababa City BoFED indicate, a total of 214 charitable organisations have signed project agreements with BoWYCA to implement 277 projects. While analysing the distribution of these projects at sub city level, Kirkos sub city scored the highest number of projects while Akaki/Kality is the lowest.

Table 10: Zonal Distribution of CSOs projects in Addis Ababa

<table>
<thead>
<tr>
<th>SN</th>
<th>Zone</th>
<th>No. of Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Addis Ketema</td>
<td>22</td>
</tr>
<tr>
<td>2</td>
<td>Akaki/Kaliti</td>
<td>16</td>
</tr>
<tr>
<td>3</td>
<td>Arada</td>
<td>31</td>
</tr>
<tr>
<td>4</td>
<td>Bole</td>
<td>32</td>
</tr>
<tr>
<td>5</td>
<td>Gulele</td>
<td>25</td>
</tr>
<tr>
<td>6</td>
<td>Kirkos</td>
<td>47</td>
</tr>
<tr>
<td>7</td>
<td>Kolfe/Keranio</td>
<td>25</td>
</tr>
<tr>
<td>8</td>
<td>Lafto/N.Silk</td>
<td>17</td>
</tr>
<tr>
<td>9</td>
<td>Lideta</td>
<td>22</td>
</tr>
<tr>
<td>10</td>
<td>Yeka</td>
<td>40</td>
</tr>
<tr>
<td></td>
<td></td>
<td>277</td>
</tr>
</tbody>
</table>

Source: BoFED

9.4 Contribution to the MDG and GTP

NGOs have their own role in development endeavour and poverty eradication in the city. A number of projects run by NGOs mainly in social services in the city administration by both local and Internationals. Education and health sectors have got the largest share not only in the number of projects but also in the amount of expenditure. In terms of target group, the overwhelming majority of the projects were focusing on children and women.

The table below shows the thematic distribution of the different projects being implemented by the NGOs from 2012, and the implementation period goes up to 2015. As can be seen from the table, the largest resource went to women and children followed by health and HIV.
Table 11: Thematic distribution of CSO projects, budget and beneficiaries, Addis Ababa

<table>
<thead>
<tr>
<th>Sector/Theme</th>
<th>No. of Projects</th>
<th>Budget (Birr)</th>
<th>Beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health and HIV</td>
<td>51</td>
<td>341,013,962</td>
<td>1,680,233</td>
</tr>
<tr>
<td>Education</td>
<td>28</td>
<td>262,532,799</td>
<td>109,748</td>
</tr>
<tr>
<td>Children and Women</td>
<td>219</td>
<td>1,585,365,654</td>
<td>2,308,475</td>
</tr>
<tr>
<td>Livelihoods</td>
<td>0</td>
<td>95,964,383</td>
<td>32,355</td>
</tr>
<tr>
<td>Integrated development</td>
<td>86</td>
<td>954,697,162</td>
<td>638,557</td>
</tr>
<tr>
<td>Water and Sanitation</td>
<td>3</td>
<td>175,868,917</td>
<td>411,856</td>
</tr>
<tr>
<td>Environment</td>
<td>2</td>
<td>16,378,784</td>
<td>806,150</td>
</tr>
<tr>
<td>Micro and Small Enterprise Development</td>
<td>3</td>
<td>5,046,780</td>
<td>630</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>392</strong></td>
<td><strong>1858,889</strong></td>
<td><strong>2633,362</strong></td>
</tr>
</tbody>
</table>

Source Addis Ababa BoFED

**Resources mobilisation and funding situation.** According to the record of the city’s BoFED, the total number of NGOs registered and actively functioning in the city were 178, 179 and 249 in the year 2010, 2011 and 2012 respectively. And the total projects run by the registered NGOs were 228, 231 and 276 in 2010, 2011 and 2012 respectively. The amount of budget allocated for the projects were 1,044,651,777 in 2010 and 1,012,142,449 Birr for the year 2011 and 578,922,158.80 2012. The projects benefited 2,879,953 people in the year 2010, 1,810,050 in the year 2011 and 1,707,289 in 2012. Education, health; women and elderly rehabilitation were the main focus of the projects.

Table 12: Yearly distribution of resources mobilised by CSOs, Addis Ababa

<table>
<thead>
<tr>
<th>Year</th>
<th>No of NGOs</th>
<th>No of Projects</th>
<th>Budget</th>
<th>Beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>178</td>
<td>228</td>
<td>1,044,651,777</td>
<td>2,879,953</td>
</tr>
<tr>
<td>2011</td>
<td>179</td>
<td>231</td>
<td>1,012,142,449</td>
<td>1,810,050</td>
</tr>
<tr>
<td>2012</td>
<td>249</td>
<td>276</td>
<td>578,922,158</td>
<td>1,707,289</td>
</tr>
</tbody>
</table>

Source: BoFED, NGO sub-process 2003 E.C Annual Report

Although the number of NGOs and their projects have shown increases, the amount of resources they are mobilizing together with the number of beneficiaries have been in state of decline. The highest resource was mobilised in 2010 immediately after the adoption of the Charities and Societies Proclamation and during the grace period, and this amount has shown a dramatic decline, by 45%, in 2012.

9.5 Partnership

**With Government.** Apart from signing project agreements with sector bureaus, the NSAs and the government should have a strong partnership which is critical for the effectiveness of the NSAs in addressing their societal goal. The different sector bureaus participated in the interview, however, revealed that they do not have a formal partnership forum where they can seat and

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112 City Government of Addis Ababa, Bureau of Finance and Economic development; Socio-Economic profile of Addis Ababa; may 2013; P. 51
discuss with the NSAs they are working with. In connection to this problem, one government official who was interviewed for this study stated,

“There is little interaction between us and our partner NGOs. Many NGOs do not come to us unless they want our services, for example, renewal of licenses or any other thing. However, the blame is not to fall on them alone. We have also our shortcomings. We do not as yet have a common forum where we can discuss our common problems, learn from each other and take corrective measures when things are not on the right track. We hope this forum will be established within the first quarter of the current Ethiopian fiscal year.”

In this regard, two government institutions have different experience which is worth mentioning. The Federal Supreme Court and the Federal Ministry of Women, Youth and Children Affairs have established forums with NSAs working with them.

With the objective of improving the administration of justice for children at federal courts, sixteen governmental and non-governmental organisations have established a forum. In this forum six non-governmental organisations are represented with a clear mandates and responsibilities. The other forum is focusing on issues pertaining to women and youth, and coordinated by the Ministry of Women, Youth and Children Affairs. The forum has its own regulation, and 42 NGOs have been registered as member of the forum.

The GO-NGO forum is conducted on annual basis chaired by BoFED, and focusing on partnership development. Activities performed by BoFED and sector offices will be presented. Exemplary works by sector offices will be given priority with the view of sharing experiences. The forum also has the objective of drawing the attention of NGOs to development areas not covered by the government. From the side of the NGOs, it is CCRDA, which is also the secretary of the forum, taking the lead role in coordinating areas of concern which need improvement. The forum has been found as a good initiative towards strengthening partnership between the government and the NGOs. So far, the GO-NGOforum couldn’t go any further in affecting positively the existing restrictive legal framework.

9.6 Limitations and challenges

The different informant groups have mentioned both internal and external challenges surmounting NSAs. The following are summary of the key limitations and challenges:

Limitations:

- Failure to achieve the set objectives (Many NGOs engage in activities other than the ones they stated in their proposals)
- Not working closely with Government partners (They usually come during the time of renewal of licenses or when they face some problem)
- Failure to make their intervention holistic(some beneficiaries are compelled to look for support from other benefactors)
• The interventions are rarely sustainable
• Lack of clear and specific thematic focus and clearly articulated objectives

Challenges:
• Lack of support from partner government offices
• Negative perception towards NSA
• The 70:30 rule

Recommendations:
1) The government should consider the amendment of the regulatory framework on access to foreign fund
2) CSOs need to create vibrant coalition and cooperation to make their voices heard the regulatory framework
3) More support for entrepreneurship and private sector development actions of CSOs
4) More support for initiatives of strengthening CSO participation in urban governance processes, social accountability and inclusion of weak and vulnerable segments of society
5) Support for initiatives of environmental protection (pollution control)
6) Strengthen initiatives for enhancing volunteerism and domestic giving
7) Support initiatives to expand opportunities for networking and sharing amongst NSAs
8) Strengthen the thematic/sectoral forums for interactions between state and non-state actor
10. Afar Region

10.1 Introduction

Afar National Regional State, one of the nine autonomous Regional States of Ethiopia, is located in the great East African Rift Valley in the north-eastern part of the country and is administratively divided into five Zones. The region is a lowland area with altitude ranging from a maximum of 1500m above sea level to a minimum of 166m below sea level. Afar has a very hot climate where its temperature varies from 25ºC during the wet season, to 48ºC during the dry season. Rainfall is erratic and scarce, and annual precipitation ranges from 200mm to 600mm. The region is recurrently exposed to droughts and is classified as one of the drought-affected regions in Ethiopia.

According to the 2007 National Population and Housing Census, the Afar region was estimated to have a total population of 1,411,092, women accounting for 44.27%. Only about 9% of the inhabitants reside in towns. Given that the latter figure includes non-Afar migrants who predominantly settle in towns, the actual percentage of the Afar population residing in towns is assumed to be much lower. The Afaris’ livelihood is mostly based on tending livestock, though some are engaged in small trading activities and practice cultivation (mainly around middle Awash). A very small section also works as day labourers or as government employees to generate income independent of, or in addition to, stock herding. Resource depletion due to recurrent droughts and other external pressure is a serious problem that has greatly diminished the size and composition of family livestock, which in turn has resulted in deterioration of living standards.

Afar traditional leadership has historically been divided into various sultanates. Although the influence and integrity of the sultanates is declining due to interaction with, and influence of, external political and economic systems, they have generally been recognised as centres and providers of political and spiritual leadership. Issues that affect members of a clan are discussed and decided collectively under the guidance and leadership of clan leaders, who are often religious leaders as well. In times of great difficulties (e.g. times of drought, when a family is endangered by external attack, etc.) individual families seek and gain support from their clan kinsmen.

The Afar region remained to be among the most under developed regions in the country, though in recent years the federal government has taken steps to bring services and development to the pastoral regions of the country. Although this is so much appreciated, there is still a huge task ahead to bring a sustainable development to the pastoral systems including the necessary economic and service infrastructure, environment and resources management, land rights and its management, and the dynamism of the system and livelihood.

113 Tadese, B and A. Yonas, Afar: the impact of local conflict on regional stability
114 Pastoralism in Ethiopia, SOS Sahl
The Mapping Exercise

The following report is the outcome of a Mapping Update Study of Non-State Actors (NSA) conducted in the Semera and Logia towns of the region. It aspired to identify and know the number, typology, thematic and geographic areas of interventions, and the contribution of the sector to the development effort in Afar. It also tried to identify major challenges as well as limitations the NSA sector faces.

The data collection techniques the study employed were focus group discussions (FGD), key informants interviews, acquisition of secondary data and collection of views from a validation/feedback session. Accordingly, 7 individuals from government bureaus and 6 individuals from the NSA sector were interviewed. One FGD involving representatives of NSA was conducted and several documents were collected from five relevant government bureaus. Unfortunately, none of our informants and FGD discussants was woman, indicating the fact that few or no Afari women have assumed decision-making power in the region, be it in the government or the NSA sector.

10.2 NSA Number, typology, thematic areas and geographic distribution

According to the Regional BoFED, there are about 44 NGOs working in Afar at various capacities and various thematic areas. However, a lot of discrepancy is encountered regarding the number of NGOs currently active in the region. The document we acquire from BoFED has double counted some NGOs and has taken Programmes such as WASH, PAGE, PRIME, IQPEP, etc, for NGOs rather than programmes being implemented by different NGOs. Some NGOs, the projects of which have phased out, have also been listed, indicating the serious problem in documentation.

One of the reasons for the poor documentation is said to be that BoFED overtook the mandate of coordinating NGO activities only recently, and the Bureau previously in charge, namely Disaster Prevention and Food Security, had not handed over a complete data. While some Bureaus, especially the Bureau of Education and to a lesser extent the Bureau of Health, have better documentation system, we have come across at least one Bureau the representative of which could not even mention the NGOs working with them.

Informants from the BoFED and some other line bureaus believed that overall the number of CSOs in the region has increased. However, representatives of NSA are reluctant to accept this assertion. The latter hold that there is considerable change in the types of NSAs coming to being as well as the nature of their constituency, mandates and objectives. The current trend is that CBOs such as iddirs, and other interest groups got registered as NGO following the Charities and Societies Proclamation (CSP). Though the traditional associations (iddirs) are increasingly made to engage in development activities mainly as facilitators of community based interventions, they still are focused on their traditional responsibilities such as burial ceremonies, and have a long way to go to be considered as development actors proper. Despite the fact that the primary
The objective of interest groups in general is promoting the interests of their members not serving the community as a whole, their inclusion as CSO has inflated the number.

The CSOs/NGOs working in the Afar region, besides the CBOs include Foreign Charities, and Resident Charities. Among the Resident Charities 5 are Faith-based organisations (FBOs).

Table 13: Type and number of CSO in Afar Region

<table>
<thead>
<tr>
<th>Type of NSA</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Foreign Charities</td>
<td>7</td>
</tr>
<tr>
<td>2 Resident Charities</td>
<td>37</td>
</tr>
<tr>
<td>Total</td>
<td>44</td>
</tr>
<tr>
<td>3 Faith based Resident Charities</td>
<td>5</td>
</tr>
<tr>
<td>4 Faith based Foreign Charities</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>6</td>
</tr>
<tr>
<td>5 Ethiopian Charities</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Afar BoFED

10.3 Reflections on selected NSAs

**Regional Development Associations:** Unlike the situation in the bigger regional states, the Afar Regional Development Association AfDA is established very recently, in 2011. Like the case in other regions, it gets financial and other supports from the regional government. It also collects membership contribution. According to the executive director, every Afari civil servant is expected to contribute 1% of his/her salary to the Association.

However, AfDA has not so far tried to raise funds in the form Public Collection, as its older counterparts, such as ADA and TDA did. The Association has very few employees and obviously has acute shortage of skilled manpower capable of developing strong and competitive project proposals and winning funding awards.

By the time this research was being conducted it was running a project with an innovative grant it got from CSSP, besides the 1.7 million it got from the regional government. Much of the latter was reported to be invested on organizing the office – purchase of basic office furniture, equipment and the like. Consequently the contribution of AfDA to the regional development at this moment in time is not at all significant.

**Faith-based organisations:** There are five Faith–based organisations engaged in various development activities in Afar. The Ethiopian Catholic Church Social Development wing is active in enhancing quality services in education, agriculture and health. It is also engaged in improving food security status of vulnerable households living in Abaala woreda.

Islamic Relief is mainly engaged in the prevention and control of malaria, while Ethiopian Muluwongel Amagnoch Church development organisation runs a project called “Afar community education”, being implemented in Dubti district Debelena, Halibayri, Beyahle and Gurmudalena-Gaydaru kebeles.
Ethiopian Evangelical Church Mekane Yesus has a project named Afar Development Project and works in Assayita woreda. The main activities include construction of new schools, rehabilitating old schools, furnishing schools and supporting government institutions by providing necessary school materials like books, teaching aid materials, furniture, etc. It also supports needy students, particularly girls.

There is only one foreign FBO, WOFA Development and Islamic Relief Association (WOFA for short), since the other two namely, World Vision and Lutheran World Federation are no more active.

WOFA is working in Awash 7 kilo, mainly on education, but also on children and women. It supports the education sector among other things, by constructing additional classrooms and libraries. It manages a relatively big budget and is funded by Ihya’ Al Turath, Kuwait and Revival of Islamic Heritage Society African Continent Committee, Kuwait.

**Mass-based Associations:** As is common throughout the country, there are Mass-based organisations in Afar. Afar Women’s Federation and Afar Youth Association are the two major associations acknowledged by the BoFED. Both are engaged in different interventions, especially in the prevention and control of HIV, to reduce the vulnerability of women and the youth that are believed to be most at risk.

It should be noted here that major towns of Afar including Awash Arba, Awash Sebat, Gewane, Mille, Logia and the hot spots Hayou and Galafi are parts of what is known as “High Risk Corridor” on the Addis Ababa - Djibouti highway, through which hundreds of long distance trucks pass every day and there are big military camps near Bure and Galafi, both of which render the region highly susceptible to the spread of HIV.\(^{115}\) (IRAPP, 2010).

The associations often get supports such as rent-free offices, stationary material, etc. from the regional government. These associations have not only intimate relations with government line bureaus, especially the BoWCYA and the Regional Council, but sometimes the leaders of the associations may also be officials of kebeles. Consequently, most people do not see them as Non-state entities.

**Rights organisations:** There are no Ethiopian Charities operating in Afar, and hence there is no NGO working on advocacy, democratisation, human rights, and governance, proper. However, NGOs funded by ESAP II are working on improving public services, which is believed to have some elements of governance. Moreover, some mass-based and/or interest group organisations are reported to be engaged in promoting the rights of their members.

**Networks:** There are at least three consortia in Afar: Afar Pastoralist Development Forum (APDF), Consortium of Christian Relief and Development Association (CCRDA), and Networks of Associations of People Living with HIV.

\(^{115}\)Inter-governmental Authority on Development (IGAD) Regional HIV&AIDS partnership programme (IRAPP)
Afar Pastoralist Development Forum (APDF) was established in 2008 with the support of INGOs such as Save the Children USA, Oxfam GB and Action Aid Ethiopia, with 30 member NGOs. However, according to the executive director, the enactment of the (CSP) has seriously affected the organisation at its infancy. More than a third of its member organisations withdrew following the CSP, and it has now remained with 18 members. Moreover, the CSP limited APDF’s scope of intervention, since it could no longer involve in research that would have helped it, its member organisations, as well as other CSOs working in the region engage in informed interventions – interventions responsive to the real needs and priorities of the target population. APDF could not also engage in policy dialogue, which was supposed to be one of the most important functions of a consortium.

Its responsibility thus has become limited to soliciting fund from donors and distributing it among its members, which is increasingly getting difficult due to reduced donor interest\(^\text{116}\) on the one hand, and the constraining effect of the 70/30 guideline, on the other. Neither could it run IGA schemes again due to the constraining effects of the CSP guidelines.

The executive director noted that, APDF is considerably weakened and this phenomenon seems to have negatively influenced other NGOs that had the tendency to establish Networks. He then concluded by saying “Ethiopian CSO, especially those like APDF, have a gloomy future”.

Consortium of Christian Relief and Development Association (CCRDA) is the other Consortium that has 15 members currently active in Afar. According to the coordinator of the consortium, 6 other member NGOs are not added in the list he gave us because the project life of four of them has phased out, while two had no known projects. Although CCRDA could no longer play its previous role, especially providing trainings on various issues including rights based approach to development, policy dialogues and the like, due to the effects of the CSP, it is serving as an intermediary institution – accessing funds and distributing it among its members.

The third consortium we have little information about is Network of People Living with HIV. Since our fieldwork schedule was tight, it was planned to visit one Network in each study region in accordance to which we talked to the officials of APDF. We also communicated with the representative of CCRDA by telephone and email. However, shortage of time didn’t allow us to do the same with Network of PLHIV Associations. On the other hand the data we got from BoFED only tells that the Network financially supports HIV focused Associations such as Mekdim Ethiopia.

### 10.4 Non-charity NSAs

**Afar Small and Micro Enterprises:** The regional micro and small enterprises coordination office is mandated with the task of organizing unemployed people, mainly women and youth and helping them get appropriate skills development and starting capital, so as to enable them engage in income generating activities. Ideally, the groups would be linked to the regional Microfinance

\(^{116}\)During the fieldwork, APDF was working with fund it secured from EU-CSF II.
Institution whereby the former facilitates things so that the groups can get loans. However, since the MFI is newly established and did not yet start lending, the linkage is not yet created.

Therefore, the trend in Afar so far is that sector bureaus and/or NGOs provide the starting capital for IGA. Women, youth, people living with disability and people living with HIV are priority targets for IGA schemes and hence for loan and credit services. Thus, the MSE works closely with relevant government sector offices, mainly bureau of BoWCYA, BoLSA and RHAPCO.

The Afar MSE is reported to have established 25 enterprises in five major sectors and to have created fulltime employment for 883 individuals (330 female), as well as temporary employments for 359 (59 female) folks.

Members of enterprises are given training by the Enterprise in collaboration with supporting institutions including some bilateral donor organisations such as GIZ. These business enterprises have currently an aggregate capital that amounts to nearly Birr 20,000,000.

Table 14: MSEs in Afar Region

<table>
<thead>
<tr>
<th>Region</th>
<th>MSE sector</th>
<th>Membership</th>
<th>Capital in Birr</th>
</tr>
</thead>
<tbody>
<tr>
<td>Afar</td>
<td></td>
<td>Male</td>
<td>female</td>
</tr>
<tr>
<td></td>
<td>Service delivery</td>
<td>468</td>
<td>1015</td>
</tr>
<tr>
<td></td>
<td>Urban agriculture</td>
<td>447</td>
<td>289</td>
</tr>
<tr>
<td></td>
<td>Manufacturing</td>
<td>198</td>
<td>180</td>
</tr>
<tr>
<td></td>
<td>Construction</td>
<td>130</td>
<td>590</td>
</tr>
<tr>
<td></td>
<td>Trade</td>
<td>493</td>
<td>844</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1736</td>
<td>2918</td>
</tr>
</tbody>
</table>

Source: Afar MSE Coordination Agency

Difficulty to get places for producing/manufacturing as well as selling products is reported by most MSE established business groups in every region as the major challenge they face. However, there seems to be an encouraging situation in Afar, since the construction of 8 shades (places for displaying goods) and one building is reported to have been completed.

**Afar Microfinance Institution:** Afar Microfinance institution is claimed to be a share company, the shareholders being Afar Regional Government, Afar Youth Federation, Afar Women’s Association, Afar Development Association and one individual, who should serve as a chairperson of the Board.

Major NSA working on the promotion of Microfinance, are Mercy Corps and CARE, both of which are among the implementers of the USAID funded PRIME programme. NGOs and Bi-and Multi-lateral organisations that have income generation component in their programme plan to link their beneficiary groups to the Institution, which would finance the activities. This is believed to ensure the sustainability of the IGA schemes.
However, the Afar MFI is newly established (got its license from the National Bank of Ethiopia in 2014), and did not yet start providing services.

10.5 Geographic distribution of NSA

The geographic coverage/distribution of NGOs is far from even. Most NGOs are said to prefer to work in urban centres following main roads. Given the region’s climatic and infrastructural conditions, it may be hard to blame them. But, it surely calls for some kind of solution.

As it could be seen from the Table below, a larger number of NGOs is found in Zone 1 (around Semera/Assayita) and Zone 3 (around Awash), which are relatively better in terms of infrastructure and other facilities, while the remotest Zone 2 has the least number.

Yet there are some NGOs that reach the unreachable, most remote, areas, though they are station in Logia (zone 1). Afar Pastoralist Development Association (APDA) is a good example. As our informant from the Health Bureau put it “whatever shortcomings it might have, APDA is in the forefront when it comes to reaching remote areas”.

Table 15: Zonal Distribution of NGOs, Afar Region

<table>
<thead>
<tr>
<th>Intervention Zone</th>
<th>Number of NGO</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zone 1</td>
<td>14</td>
</tr>
<tr>
<td>Zone 2</td>
<td>6</td>
</tr>
<tr>
<td>Zone 3</td>
<td>14</td>
</tr>
<tr>
<td>Zone 4</td>
<td>9</td>
</tr>
<tr>
<td>Zone 5</td>
<td>10</td>
</tr>
</tbody>
</table>

Source: Afar BoFED

10.6 Thematic areas of intervention

The thematic areas with which NGOs in Afar frequently engage are said to be education, Pastoral Farming and Livelihoods, Health, Children, Water, Emergency Relief, and Environment, in that order. However, the document we obtained from the BoFED does not show the regional bureaus with which the NGOs are working in partnership, but the beneficiary groups and/or the intervention area the NGOs target. Though, it is possible to infer with which Bureau each NGO is working based on this information, there is a possibility of mistakenly matching, since for example, an NGO working on Children may be working either with the BoWCYA, BoE or BoLSA. It is therefore preferred to present it as follows:
Table 16: Thematic areas of Intervention targeted by NGOs, Afar Region

<table>
<thead>
<tr>
<th>Thematic Areas</th>
<th>CSOs with Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women</td>
<td>4</td>
</tr>
<tr>
<td>Children</td>
<td>7</td>
</tr>
<tr>
<td>Emergency response and resilience building</td>
<td>3</td>
</tr>
<tr>
<td>Reproductive Health</td>
<td>4</td>
</tr>
<tr>
<td>Health and HIV prevention</td>
<td>8</td>
</tr>
<tr>
<td>HTP</td>
<td>2</td>
</tr>
<tr>
<td>WASH</td>
<td>4</td>
</tr>
<tr>
<td>Environment</td>
<td>2</td>
</tr>
<tr>
<td>Livelihood</td>
<td>12</td>
</tr>
<tr>
<td>Education</td>
<td>16</td>
</tr>
<tr>
<td>Social Marginalization</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>63</td>
</tr>
</tbody>
</table>

Source: Afar Regional BoFED and other Bureaus

The number of CSOs working on environment and issues social marginalization is very few. Indeed, contrary to expectations, there are no or few initiatives that aspire to address HTP (e.g., FGC), which is an endemic problem in the region, the effects of climate change and environmental degradation, the effects of commercial farming on pastoral livelihoods, etc.

10.7 Contribution of NSA

Contribution to the Region’s Development and the GTP. Informants from BoFED and other line bureaus depicted that CSOs’ contribution to the economic development of the region and the country at large is considerable. Their interventions are targeted at enhancing the situations of Healthcare, Education, and Livelihoods, reducing FGM, controlling the spreading of HIV, etc. Since these are areas where the country should register considerable achievements in order to meet the MDG and the GTP, the contribution of CSOs towards the achievement of these goals is said to be obvious.

When seen sectorally, in the health sector most significant contributions are registered in the areas of Reproductive Health and Family Planning, reducing the prevalence of malaria as well as prevention and control of HIV. The achievements in the area of combating against HTPs including FGM and traditional practices that militate against girls’ education are also considerable. In the education sector, programmes such as IQPEP (Provides ICT materials

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Women and girls in Afar are subject to a kind of FGC called infibulations, which is the most severe type that involves cutting of the clitoris, labia minora and at least the anterior two-thirds (and often the whole) of the medial part of the labia majora (outer lip). The two sides of the vulva are then pinned together with silk or catgut sutures or thorns. This obliterates the vaginal introits except for a very small opening preserved by the insertion of a tiny piece of wood or reed to allow the passage of urine and menstrual blood. The stitch would be opened only one day prior to the girl’s marriage (NCTPE 1999:13-16).
capacity training in different issues for teachers, for region and woreda education officers and developing, printing and distributing of supplementary reading and training materials), TEACH (purchase of school furniture, creating access for about 10,080 children), Eudukanis Foundation (multidimensional capacity building). The role played by Save the Children from INGOs and APDA from local NGOs are mentioned as exemplary.

Although the government is the main actor in all the above mentioned thematic areas (albeit the prevalent of acute shortage of budget), the NGOs play decisive role in terms of capacitating government bureaus both financially and technically (training). However, achievements in some areas of activities such as reducing the occurrence of FGM and other traditional practices, promoting girls’ education and the like are predominantly attributable to NGOs’ endeavours. In financial terms, the document obtained from BoFED indicate that CSO’s contribution in the 2006 Ethiopian fiscal year amounts to Birr 256,807,796.

**Contribution of NSA in Introducing Innovative Approaches:** The contribution of NGOs in terms of introducing innovative intervention approaches is also well recognised. Informants from government offices mentioned some examples of innovative approach, such as mobile education system introduced by APDA and its partners, Alternative Basic Education (ABE) introduced by Save the Children and supported by UNICEF, as well as Pastoral Girl’s Education Support (PAGES) implemented by NGOs working with USAID. The mobile education and mobile healthcare provisions are thought to be most appropriate to mobile pastoralist communities. They also take into account not only the pastoral life of the Afar, but also the various natural and manmade disasters that the region frequently faces.

**Contribution in the Democratisation Process:** As indicated in Section above, there are no organisations that work on issues such as advocacy, good governance, human rights, conflict prevention and resolution, etc., and hence the contribution of the NSA sector in the realm of democratisation is almost none. This is despite the fact that some CSOs have been wisely promoting governance and rights issues in relation with their development activities (though not hard core rights issues) without being vocal about them.

**10.8 Collaboration**

**Collaboration among NSAs.** Representatives of all the NGOs we talked to admitted that there is no, or little, cooperation and collaboration among NGOs operating in Afar. Yet they believed that collaboration and cooperation of work with fellow NGOs has many advantages, mainly in terms of enhancing the synergetic effects of endeavours and avoidance of duplication and redundancy of efforts. It would have also helped CSOs to make their voices heard.

However, they could not succeed in bringing about such a spirit of cooperation and collaboration of work mainly because there is no what they called “apex” organisation that would have coordinated the efforts in the region.

Interviewees from the BoFED as well as from other sector offices that work in partnership with various NGOs, agreed with this assertion.
**State Actors (SA) – NSA Collaboration.** The relationship between Government and NSA, particularly, NGOs, is based on the fact that the latter are obliged to work with relevant government line bureaus. However, the bureaus’ attitude differs from NGO to NGO. The Regional Development Association, and most Mass-based organisations, are said to have more intimate relationship. In several cases, these organisations get the backing of government institutions, and receive financial support. For example the AfDA has got 1.7 million Birr from the regional government immediately following its establishment in 2011. Similarly, the regional Micro Finance Institution, which claims to be a private share company, got 3 million birr from the same donor.

Although in some regions there is a practice in which NGOs got funds from sector offices they are working with, especially funds the latter received from Multi- and/or Bi-lateral organisations for the implementation of various programmes, this is rarely practiced in Afar.

In general, the relationship between most CSOs and government bureaus is, more often than not, discordant and is marred by mistrust and suspicion. As one informant put it, “At the eve of the proclamation of the Charities and Societies law, and on the immediate aftermath of the same, the media devoted much time to instil negative perception in the general public including lower level government officials regarding NGOs”. This seems to have resulted in rendering the SA-NSA relationship characterized by mutual distrust. The selfish deeds of some irresponsible people within the NGO sector helped to substantiating the government’s accusation. Most government officials also do not seem to precisely know how they should relate to NGOs, and it seems that they are excessively cautious not to do the wrong thing and displease their superiors. Yet, as is the case in almost all regions the NGO- GO relationship is reported to be smooth at woreda and kebele level.

On the part of the government bodies there are issues, which they reported to have negatively affected their relationship with NGOs. Our informant from the Bureau of Health for example, complained that its partner NGOs almost always tend to select roadside towns for their intervention while the high demand at rural and remote parts of the region remains unmet. Moreover, according to this informant, many NGOs are paying small salary to their field staff that did not take the situation in the expert market and the hardship in the region into account. This results in either a high staff turnover, and/or employing less qualified staff, both of which have serious repercussions on the effectiveness of the project implementation. This has peculiarly far reaching consequences, when it comes to the health sector, according to this official. He also suspects the real motive of some INGOs that prefer to work in places where there is perpetual conflict between the Afar and Issa, and places assumed to be rich with valuable minerals.

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118 Even now, the media is almost always reluctant to report the role NGOs are playing in the development arena, even when the achievements are exemplary and worth of reporting.
The regional BoFED also complains that in many cases, the NGOs lack offices in the region and this has negative effect on supervision and follow up. Many NGOs also fail to attend Go-NGO forum and other consultation meetings mainly due to this lack of regional presence.

10.9 Resource mobilisation and trends in funding

Local Resource Mobilisation: Local resource mobilisation using any one or more of the four alternative mechanisms (public collection, running institutional IGA, donation from individuals or the business community, and collecting membership fees), is not being practiced by NGOs in Afar. No NGO is collecting membership contribution except AfDA, the Regional Ethnic based Association, and no NGO is getting donation from private individuals or institutions. Institutional IGA is also not practiced by any NGOs.

It follows then that dependency on foreign funding continues as ever before. The only fund they are soliciting from “local sources” is the grant they are getting from EU-CSF II and/or ESAP II.

10.10 Focus on hard-to-reach

Streetism is less of a problem to the Afari communities, thanks to the extended family and clan system. However, there are few NGOs that are trying to address the multifaceted problems of the rural people that live in remote areas. In urban areas, very few NGOs are working on targets such as PwD, the elderly and other disadvantaged groups.

Though some NGOs are devising means of addressing the problems of nomadic, mobile people, a lot remains to be done in this aspect as well, since as already indicated, most NGOs are reported to be working in urban centres.

Nevertheless, it is encouraging to know that at least one local NGO, Dagu Relief and Integrated Development, tries to address and reduce social marginalization among the Bonta community, by among other things, building their capacity. This is notwithstanding that most NGOs implement projects that target OVC and women from female headed households.

10.11 Challenges

Challenges – Government Perspectives. The regional BoFED noted that one of the challenges it faced while coordinating the works of NGOs, is the fact that most NGOs do not have offices in the region. This has created problems in terms of supervision and consultations.

It also stated that some NGOs come with preconceived intervention ideas that might have not taken the regional context into account. When asked to revise their plans and align with the development priorities of the region, some organisations decide to go back rather than compromising their planned interventions.

The other challenge has to do with the working relationship between BoFED and ChSA. The former complained that the ChSA has never given them skills development training, nor did it give them orientation on the interpretation and practical application of the CSP.
The region is an “emerging” one and needs every iota of support for its development and few NGOs come to work here due to the rudimentary infrastructural situation and the unfavourable climatic conditions. Thus, the region cannot afford to lose any opportunity and has to handle and treat the NGOs well in order to attain and retain their most sought services. According to our informants from BoFED, therefore, there should be a possibility of discussing the situation with ChSA so as to contextualize the rules that are seen as restrictive. They noted that they are facing serious problems in terms of controlling whether the NGOs working in the region are respecting the CSP and the guidelines issued subsequently (including the 70:30 rule) during their designing and implementation of projects, as well as their monitoring and evaluation activities.

According to these informants, there are ambiguities in the guideline and the bureaus interpret them as per their understanding. However, this may sometimes lead to disagreement with the NGOs, while it often falls short of being acceptable to the Agency. Other common challenges include:

- NGOs usually fail to abide by the 70/30 guideline
- Many NGOs do not attend Go-NGO forum and other consultative meetings
- Some NGOs hire less qualified staff, with the excuse that they keep their budget within the bounds of the 70/30 rule, while the bulk of the admin budget goes to the headquarters in Addis Ababa
- Some NGOs whose projects have phased out become reluctant to overhand properties, especially vehicles, to the relevant bureaus
- Most NGOs have absolutely meager budget that limits their contribution to the overall development endeavour and to make the benefits of their intervention sustainable.

**Challenges- NSA Perspective.** In general terms, there is a serious problem in documentation in the partner government bureaus. The statistical document that the office produces does not out rightly tell the number of NGOs that are currently active in the region, but focuses on, or even sometimes confuses them with, projects or project components that the NGOs are implementing. Thus one NGO might be listed several times in accordance with the number of projects that it is implementing. What makes it particularly difficult is that there are a number of Programmes such as PRIME (USAID), PDP (Save the Children) WASH, etc. that are being implemented by several NGO. These programmes are listed as if they are NGOs.

The most serious challenge is said to be related to the 70:30 guideline of the CSP. According to informants from individual NGOs as well as the contacted Consortium, the rule affects all CSOs that the proclamation concerns. However, the constraint becomes even more serious when it comes to consortia. The constraint on IGA schemes is one of the factors that made resource mobilisation from local sources difficult.

Some Government agencies see the relationship between them and the NGOs working with them not as partnership to achieve a common goal, but as a relation between a controller and its
subordinates/subjects. This is despite the fact that the regional government encourages the works of NGOs and wants to attract more of them. For smaller and new NSA, getting access to funds, especially from big donors is difficult.

Some NGOs complain that they had hard time getting their licenses renewed due to lack of understanding on the part of government staff. The high turnover of staff in government offices aggravates problems such as those mentioned above.

**10.12 Recommendation**

1. The Regional Government, ChSA, and Donor agencies should encourage and support NGOs that intend to work in remote zones and **woredas** and those who work on hard-to-reach targets such as PwD, the elderly, and other disadvantaged groups

2. The support being provided by CSF II and ESAP II to NGOs that work on governance and democratisation should be further strengthened

3. Some NGOs are blamed for hiring less qualified staff with the excuse that they have to keep their expenditures within the bounds of the 70/30 rule. This is reported to entail high staff turnover and/or inappropriate project implementation. They should therefore, revise their employment principles based on the recent improvements in the rule,

4. All NGOs operating in Afar should make sure that they have project offices in the region and make themselves available at meetings such as GO-NGO Forums

5. Networks and Donors should build the capacities of local NGOs in developing project proposals to secure funds from big donors, while encouraging local resource mobilisation

6. Donors and government bodies should give more support for initiatives that aim at understanding and addressing the effects of climate change and environmental degradation on the livelihood of the pastoral and agro-pastoral communities

7. NGOs should be encouraged and supported to engage in initiatives that facilitate adoption of alternative livelihoods in light of the prevailing trends of large scale commercial agriculture

8. More support is in order to interventions that aim at elimination of HTPs and promoting the culture of peace, tolerance and equality

9. NGOs should exhibit more commitment to create apex organisations that would coordinate their efforts in the region and help them make their voices heard.

10. NGOs, Networks, and Donors should build the capacity of BoFED and other sector offices in documentation and data base management as well as in managing NGOs’ activities
11. Amhara Region

11.1 Overview of the region

The Amhara National Regional State (ANRS) is one of the nine regional states of the Federal Democratic Republic of Ethiopia (FDRE). Based on the 2007 Census conducted by the Central Statistical Agency of Ethiopia, the Amhara Region has a population of 17,221,976 of which 8,641,580 were men and 8,580,396 women; urban inhabitants number 2,112,595 or 12.27% of the population. With annual growth rate of 2.96% the current population size is projected to be around 20,790369. The Amhara Region is located in the northwestern part of Ethiopia and its land area is 161,828.4 square kilometers. Amhara borders Tigray Region in the North, Afar in the East, Oromiya in the South, Benishangul-Gumiz in the Southwest and Sudan in the west. Administratively, the region is divided into 11 zones (including Bahir Dar, the capital city of the region), 140 woredas and 3429 kebeles.

The 11 administrative zones are:

1. North Gonder
2. South Gonder
3. West Gojjam
4. East Gojjam
5. Awie
6. Wag Hemra
7. North Wollo
8. South Wollo
9. Oromia
10. North Shewa and
11. Bahir Dar City, special zone

The NSAs updating mapping study was conducted in Bahir Dar City using both qualitative and quantitative methods. In addition to secondary sources, the research employed primary sources soliciting data through interview and focus group discussion. A total of 34 individuals selected from governmental and non-governmental organisations were interviewed and one focus group discussion with 14 NSAs members was conducted. With a view of validating site data, a feedback session was organized and attended by 34 informants who took part in the interview and focus group discussion. This session assisted the research not only to get the general impression of the participants on the data but also to triangulate the different data collected from different sources.
11.2 Profile and distribution of NSA typologies
The NSAs operating in Amhara Region can be grouped into five major categories as follows.

1) Client-based charities
   - Regional charity organisations
   - Ethiopian resident charities
   - Foreign charities

2) Mass-based societies and development associations
   - Women’s associations
   - Youth associations
   - Development associations

3) Business-based membership organisations
   - Cooperative societies
   - Micro and small enterprises
   - Chamber of commerce

4) Interest-based and rights advocacy organisations
   - Ethiopian charities
   - Ethiopian societies
   - Professional associations
   - Trade union (branch)

5) Community-based organisations
   - Community care coalition (emerging trend)
   - Faith-based organisations

11.3 Charities and societies: numbers and categories
To analyze the number and categories of charities and societies NSAs various sources have been identified: the records of the ChSA, the regional Bureau of Finance and Economic Development (BoFED) and the regional Bureau of Security and Administration. These different government bodies have been given the mandate to register or supervise charities and societies operating in the region. This section deals with the number and categories of charities operating in the region being registered by the different government authorities.
Table 17: Summary of NSAs Registered in Amhara Region

<table>
<thead>
<tr>
<th>SN</th>
<th>NSAs</th>
<th>Registering Body</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>All civil society organisations</td>
<td>ChSA</td>
<td>994</td>
</tr>
<tr>
<td>2</td>
<td>Ethiopia residents and foreign charities</td>
<td>BoFED</td>
<td>188</td>
</tr>
<tr>
<td>3</td>
<td>Region-based charities and societies</td>
<td>BoSA</td>
<td>1764</td>
</tr>
<tr>
<td>4</td>
<td>Cooperatives</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1. Association</td>
<td>BoCPA</td>
<td>5217</td>
</tr>
<tr>
<td></td>
<td>2. Unions</td>
<td>BoCPA</td>
<td>57</td>
</tr>
<tr>
<td>5</td>
<td>SME</td>
<td>BoEDTVET</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Small enterprises</td>
<td></td>
<td>105842</td>
</tr>
<tr>
<td></td>
<td>Medium enterprises</td>
<td></td>
<td>7015</td>
</tr>
<tr>
<td>6</td>
<td>Business associations</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1. City chambers</td>
<td>BoT</td>
<td>160</td>
</tr>
<tr>
<td></td>
<td>2. Sectoral associations</td>
<td>BoT</td>
<td>613</td>
</tr>
</tbody>
</table>

Charities and societies registered by the ChSA. According to data from CSA, around 994 charities and societies have been registered to operate in Amhara Region.

Like in the other regions, the ChSA figure does not reflect the actual number of charities and societies operating in the region. In their memorandum of associations, the NSAs may indicate their plan to operate in different region but they may or may not actually have projects in all the stated regions mainly due to capacity limitation. Legal requirement can also be a reason for charities and societies to state their number in their memorandum of associations. According to Article 57 of the Charities and Societies Proclamation (CSP) if the charity or society has federal “character and nomenclature, its work place and composition of the members shall show the representation of at least five Regional States”.

Charities registered by Amhara BoFED. The regional BoFED is mandated to coordinate the activities of charities operating in the region. Any charity which is working for the benefit of others is expected to sign project agreement with this bureau. However, it should be noted that the bureau registers only charities, residents’ or foreign, but it doesn’t register societies which are mainly working for the benefits of their members. Accordingly, the regional BoFED has registered as of January 2014 a total of 188 charities of which 159 are having on-going projects while 29 are with completed projects and are on process of designing an extension project proposal and fund raising activities. From the total charities registered by the regional BoFED (188) 131 are residents charities whereas 57 are foreign charities.

Charities and Societies registered by Amhara Bureau of Security and Administration (BoSA). Following the model of ChSA, the Amhara Regional State Council issued Proclamation No. 194/2012 which provides mandate to the regional BoSA to register, license and supervise charities and societies operating only in Amhara region. This law is a verbatim copy of the

119 Bureau of Enterprises Development and Technical and Vocational Education and Training
ChSA except some differences in names of authorities and place of application. Based on this legal mandate, the regional BoSA has registered a total of 1764 regional charities and societies of which 1592 charities and 172 societies.

Mass-based membership associations

**Amhara Women’s Associations.** Established in 1999 and registered by the regional BoSA as a society, the Amhara Women Association has a total of 1.4 million members throughout the region. It was established with the objective of addressing the political, economic and social problems of women living in the Amhara region. To achieve these objectives, the association has been carrying out different activities such as awareness raising on women rights and harmful traditional practices, and legal aid.

As an association registered by the regional government, the association has to raise its funds from local sources. Accordingly, the main income of the association is coming from its members who are contributing membership fee from 3 to 6 birr per annum. To implement a project on women economic empowerment through IGA, the Amhara Women’s Association has received 46,000,000 Birr from the regional HIV/AIDS Prevention and Control Office (HAPCO). The project is designed to benefit 5,200 women in 52 towns. There are also other governmental and non-governmental organisations working in partnership with the association.

**Youth Associations.** The Amhara Youth Association was established in 2003 with the objective of addressing political, economic and social challenges of the youth in the region. Registered by the regional BoSA, the association is working in areas of unemployment, HIV prevention, trafficking and basic adult education. It has 785,000 members and its main income is coming from membership contribution which is 5 Birr per annum. However, it has been indicated that all members are not committed to pay their membership fee and only 50% of the members are paying.

**Networks**

Like Tigray, Oromia and SNNPR, there are two region specific NSAs network in Amhara region in addition to the branch office of CCRDA. These are the Amhara Network of Associations of People Living with HIV, a.k.a Network of Amhara Positives (NAP) and Amhara Federation Associations of Persons with Disabilities. NAP has been operational since 2012 and has 148 registered and 20 unregistered charitable associations working on HIV. It has 40,600 beneficiaries and operates in all woredas of the region focusing on capacity building, resource mobilisation, care and support, representation and advocacy. Its annual budget has reached 20 million birr which is coming from foreign aid such as Global Fund, MARPS, PSI, Dan Church Aid and CDC. The Director of NAP mentioned the challenge of local associations working on HIV being registered at regional level. As he stated, these associations are legally prohibited to access foreign fund as they are registered at regional level where there is no fund to support their activities. “Sometimes, we may get fund that can be channelled through us to these local associations. However, we have legal restriction to support them”. (An informant from NAP)
Unlike NAP, the Amhara Federation of Associations of Persons with Disabilities is established as local NSA registered by the regional BoSA. All its members are local associations that cannot raise funds from foreign sources. The associations are organized in federations form at woreda, zone and region level. Just to mention one example, the Bahir Dar Federation has 13 associations. Federations at the zonal level form regional level federation. However, both the federations and the associations face critical financial challenge to carry out their activities.

**Human rights and advocacy NSAs**

There are two human rights national organisations operating in the region; Ethiopian Women Lawyers Association (EWLA) and Human Rights Council (HRCO). These organisations have branch offices in Bahir Dar City and implement projects on human and women rights. HRCO is focusing on human rights violation investigation and monitoring while EWLA is working on provision of legal aid for poor women, and capacity building for government institutions working on gender issues. On average, the regional Bureau of EWLA provides legal aid for 1500 poor women.

Both organisations received fund from the EU-CSFII which have assisted them not only to implement projects but also to continue their survival. “Due to lack of fund we reduced our activities and staff, and we were at the verge of closure had it not been for the fund from EU-CSF. Now we have only two staff reducing six. (an informant from HRCo Bahir Dar office)

In addition to the two national human rights organisations, there are also two region based organisations which are also working on human rights and good governance; Peace and Democracy Development Association (PDDA) and Amhara Region Media and Art Association (ARMAA). Both associations are registered by the regional BoSA. PDDA was established in 2007 and operates in four places such as Bahir Dar, Meshenti, Tis Abay and Zenzenma. The association was established following the 2005 national election crisis, and currently it has a total of 1110 members. Accordingly, the association is mainly working election and human rights in partnership with government institutions such as the National Electoral Board of Ethiopia, Human Rights Commission and Bahir Dar University.

Similarly, ARMAA is also working on human rights but with the main focus on freedom of expression, and good governance. They have their own newsletter called Ghion, which is focusing on human rights and good governance. They are aggressively working through social media and have 31,000 subscribers in 91 woredas of the region. An informant from ARMAA stated, “One of our objectives is to develop citizen journalism, and help the youth to use social media. We also have a plan to start TV show programme on legal issues.”

**Local Development Association**

As different sources indicate the region has different local development associations established to address local development challenges. However, the study team has identified the two relatively giant development associations operating in the region; the Amhara Development Association and Organisation for Rehabilitation and Development (ORDA). The two
associations have been selected (by the research team) owing to their wide geographical coverage, level of resource mobilisation capacity, and strong affiliation with the government.

**Amhara Development Association (ADA).** ADA was established in 1992 to support the development endeavours of the Amhara people in the areas of health, education, basic skill training and other development activities through community participation and mobilizing resources including from members, supporters and donors. ADA is an indigenous non-governmental and membership association which has 3 million members throughout the country and abroad.

**Organisation for Rehabilitation and Development in Amhara (ORDA).** ORDA is an indigenous NGO established in 1984 at a time where millions of Ethiopians have suffered from catastrophic famine. The organisation was established with a broad objective of “contributing to the overall efforts of ensuring food, livelihood and environmental security that realises sustainable development and social transformation in the Amhara region”. (ORDA Performance Review) To achieve this objective, the organisation has identified intervention areas such as natural resources development, water resource development, food security and agricultural development, gender and HIV/AIDS, community empowerment.

Business-based membership organisations

**Cooperative Societies.** According to sources from the regional Cooperatives Agency, as of July 2014 there are 5217 primary associations and 57 Unions with a total of 2.6 million members and 633 million Birr capital.

**Chamber of Commerce and Sectoral Associations.** In the Amhara region, there are 160 city and woreda Chambers and 613 Sectoral Associations according to data from the regional bureau of Trade. The regional chambers have a total of 93,000 members while the regional sectoral associations have 174,387 members. The sectoral associations have been grouped in 13 business categories.

**Small and Micro Enterprises (SME).** Unlike other regions where SMEs are established under bureau of trades, the Amhara SMEs are made to be accountable to the regional Bureau of Technical and Vocational Education and Training. According to sources from this Bureau, until March 2014, there are a total of 112,857 SMEs of which 105,842 small enterprises and 7015 micro enterprises.

**Trade Union**

The Confederation of Ethiopian Trade Union has branch office in Amhara region based in Bahir Dar. In the region, there are 260 basic trade unions, which have a total of 23,000 members.

**Community Care Coalition (CCC): Emerging CBOs**

Taking the model from the Tigray region, the Amhara government issued Regulation No.92/2012 for the establishment and administration of Community Support and Care Coalitions. According to sources from the Amhara Bureau of Labour and Social Affairs, as of
July 2014, a total of 2110 CCCs have been established and registered. The plan is to have the CCC in all kebeles (3429) of the Amhara region. The regulation established Steering Committees in all administrative levels of the regional state, and defined their powers and duties. In addition, the law indicated possible sources of income including the community. As one means of income, the CCCs are allowed to use communal land for the support of their activities.

However, except such legal framework and various initiatives by the government to establish the CCCs in all the regional kebeles questions have been raised on their operation. It has been more than two years since the adoption of the regulation but there is no concrete activity by the CCCs so far, as commented by one informant.

Faith-Based Development Associations

There are different faith based development associations implementing various projects in the region. The Ethiopian Orthodox Church, the Ethiopian Catholic Church, Ethiopian Addis Kidan Baptist Church, Ethiopian Mekane Yesus, Ethiopian Kalehewot Church, Ethiopian Mulu Wengeloch Amagnoch Church Development Organisation, Ethiopian Muslim Relief and Development Association and Ethiopian Interfaith forum for Development, Dialogue and Action are some the faith based development association operating Amhara region.

11.4 Geographical distribution of NSAs and projects

Charities registered by Amhara BoFED

Under this section, attempt will be made to discuss the geographical distribution of NSAs at zonal and regional levels. As of January 2013 a total of 403 projects worth 6,370,169,195.73 Birr and which have benefitted a total of 15,340,156 beneficiaries have been implemented by the different charities having project agreements with the Amhara BoFED. In the following year, as of January 2014, these figures have shown an increase and accordingly there were a total of 501 projects with a budget of 6,516,435,881 Birr and 16,209,929 beneficiaries. (Amhara BoFED). Here it should be noted that the number of beneficiary is by far higher than the number of population of the region as different projects may target same individual or community repeatedly. Therefore, the number rather indicates the frequency beneficiaries, and hence should not be put in comparison with the number of population of the region.
As depicted by the above table, the highest concentration of charities has been recorded in North Shewa zone which is found in 100km distance from Addis Ababa followed by South Wello zone. The least number of charities were registered in Waghimra (9) and Oromia (14) zones. Similarly, both South Wello and North Shewa have the highest number of projects, 91 and 90 respectively. The table also shows, number of charities and projects do not necessarily reflect the amount of budget and number of beneficiaries. The highest budget has been recorded in South Gondar which has a smaller number of charities and projects as compared to North Shewa and South Wello. At the zonal level, South and North Wello zones have recorded the highest number of beneficiaries, 2,097,851 and 1,901,371 respectively.

Charities and Societies registered by Amhara Bureau of Security and Administration (BoSA). As discussed earlier, the Amhara Bureau is also mandated to register local NSAs operating only in the region using domestic resources. According to the records from the Bureau as of June 2014, a total of 1590 local charities and 172 local societies have been registered by the regional BoSA and the different zones and city administration.

Source: Amhara BoFED, 2014
Table 19: Charities and societies registered at regional and zonal levels, Amhara Region

<table>
<thead>
<tr>
<th>SN</th>
<th>Zone</th>
<th>Charities</th>
<th>Societies</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Regional Bureau</td>
<td>7</td>
<td>9</td>
<td>16</td>
</tr>
<tr>
<td>2</td>
<td>Bahir Dar City Administration</td>
<td>10</td>
<td>12</td>
<td>22</td>
</tr>
<tr>
<td>3</td>
<td>West Gojam</td>
<td>303</td>
<td>9</td>
<td>312</td>
</tr>
<tr>
<td>4</td>
<td>East Gojam</td>
<td>286</td>
<td>21</td>
<td>307</td>
</tr>
<tr>
<td>5</td>
<td>Awi</td>
<td>157</td>
<td>2</td>
<td>159</td>
</tr>
<tr>
<td>6</td>
<td>North Shewa</td>
<td>133</td>
<td>23</td>
<td>156</td>
</tr>
<tr>
<td>7</td>
<td>Oromo</td>
<td>14</td>
<td>0</td>
<td>14</td>
</tr>
<tr>
<td>8</td>
<td>South Wello</td>
<td>200</td>
<td>31</td>
<td>231</td>
</tr>
<tr>
<td>9</td>
<td>Dessie City Administration</td>
<td>5</td>
<td>14</td>
<td>19</td>
</tr>
<tr>
<td>10</td>
<td>North Wello</td>
<td>94</td>
<td>21</td>
<td>115</td>
</tr>
<tr>
<td>11</td>
<td>North Gondar</td>
<td>136</td>
<td>14</td>
<td>150</td>
</tr>
<tr>
<td>12</td>
<td>Gondar City Administration</td>
<td>8</td>
<td>8</td>
<td>16</td>
</tr>
<tr>
<td>13</td>
<td>South Gondar</td>
<td>232</td>
<td>3</td>
<td>235</td>
</tr>
<tr>
<td>14</td>
<td>Wag Himra</td>
<td>5</td>
<td>5</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>1590</strong></td>
<td><strong>172</strong></td>
<td><strong>1762</strong></td>
</tr>
</tbody>
</table>

Source: Amhara Bureau of Security and Administration, 2014

11.5 Thematic areas

The records from different sources indicate that the NSAs are working in different thematic issues such as health and HIV, care and support, education, water, food security, agriculture, environment, and promoting members’ rights. When we compare the number of NSAs against the thematic areas, the majorities of the NSAs in Amhara region are focusing on food security, agriculture, health and care and support to children. The region is not only the poorest but also drought prone region, and hence no wonder if the majority of the projects of NSAs are concentrated around livelihood and agriculture. More than 37% of the total population is living in absolute poverty (earning less than a dollar a day), which makes the region’s food security situation more precarious compared to the national average (44.4 %)\textsuperscript{121}.

\textsuperscript{121}World food programme Ethiopia; Food Security and Vulnerability in Selected Towns of Amhara and Afar Regions, Ethiopia; 2009
Table 20: Thematic distribution of CSOs by projects and budget, Amhara Region

<table>
<thead>
<tr>
<th>Sector/Theme</th>
<th>No. of Projects</th>
<th>Budget (Birr)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Children and Women</td>
<td>126</td>
<td>1,156,577,479</td>
</tr>
<tr>
<td>2 Health and HIV</td>
<td>119</td>
<td>644,867,479</td>
</tr>
<tr>
<td>3 Agriculture and Livelihoods</td>
<td>73</td>
<td>2,791,225,948</td>
</tr>
<tr>
<td>4 Education</td>
<td>62</td>
<td>497,873,160</td>
</tr>
<tr>
<td>5 Integrated Development</td>
<td>40</td>
<td>604,508,129</td>
</tr>
<tr>
<td>6 Water and Sanitation</td>
<td>35</td>
<td>380,969,893</td>
</tr>
<tr>
<td>7 Environment</td>
<td>21</td>
<td>294,042,598</td>
</tr>
<tr>
<td>8 Others</td>
<td>27</td>
<td>96,185,565</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>503</strong></td>
<td><strong>6,466,250,251</strong></td>
</tr>
</tbody>
</table>

Source Amhara Region BoFED, 2014

11.6 Contribution to the MDG and GTP

This section deals with the contribution of NSAs operating in Amhara region towards the achievements of the GTP and MDG. Questions have been forwarded to the different informants participating in the interviews and FGDs concerning the contribution of NSAs to the GTP and MDG. Various intervention areas which have direct or indirect impact on the GTP and MDG have been identified which includes livelihood, child care and support, OVC, empowerment of women, reproductive health, HIV, quality of education, environmental protection, and access to clean water. The following are some exemplary contribution taken from the experience of the NSAs observed during interview and FGD.

**Education.** As sources from the regional Bureau of Education indicate 51 foreign and residents charities are working in partnership with the bureau and have ongoing projects with a capital of benefitting school children and their families. The projects are running from 2012 to 2016. A senior official from Bureau of Education commended the contribution of NSAs in the education sector which he found it very critical to achieve both the GTP and the GDP.

**Investment in women and children.** A total of 130 projects targeting women and children have been implementing in partnership with the regional Bureau of Women and Children Affairs (BoWCA). As sources from the regional BoWCA indicate, different charities have committed to invest a total of 2,703,099,997 Birr benefiting 17,919,539 women and children in the region.

**Promoting social accountability.** Article 12 of the FDRE Constitution provides for the accountability of the government and declares that “the conduct of affairs of government shall be transparent, and any public official or an elected representative is accountable for any failure in official duties”. Due to the legal restriction, however, many NSAs couldn’t promote this constitutional principle. With a special arrangement with the government, the Ethiopian Social Accountability Programme (ESAP2) has created space for some organisations to work on accountability. Afro-Ethiopia Integrated Development is one of the organisation receiving funds through ESAP2 and implement project on water service quality. As an achievement of this project, the regional programme coordinator of the organisation mentioned that “we empowered
the community on how to hold government officials accountable in the provision of water services, and accordingly the community has started questioning government officials on the quality of the water. The government is also becoming responsive in addressing water quality issues, though there was a resistance at the initial stage”. An informant from Afro-Ethiopia Integrated Development Association.

**Promoting Rights of Women.** Women empowerment is one of the key strategic objectives identified by the GTP. In Amhara region, the study team has identified four organisations, two locals and two nationals, working directly on human and women rights. The Ethiopian Women Lawyers’ Association (EWLA) is among these NSAs working on gender equality. The organisation has been making commendable efforts to address the human rights of women in the region despite facing serious financial constraints. Two recent cases have been mentioned by the regional representative of the association:

“We defended successfully the right of a lady who sustained injury in her work place. Her employer has refused to pay her the appropriate compensation and her case in the regional courts was not successful. She came to us and we brought her case to the Federal Supreme Court where we won the case for her to be compensated adequately.”

“There was a lady who lost her land through fraudulent documents. We had all the battles both at the regional and federal courts but we lost the case. However, we made another effort with the police to make investigation on the document which found out to be fraudulent. The result of the police finding assisted us to reverse the decisions of the court and for the lady to get back her land.”

**Natural Resources.** Building “green economy” has been identified as one of the key strategic directions to be pursued during the GTP period. In line with this objective, different initiatives have been taken by different NSAs operating in the Amhara regional state. In this regard, the achievements made by ORDA’s Greening Programme are worth mentioning. The following table shows the different activities carried out by ORDA pertaining to conservation of natural resources from 2009 to 2013. ORDA was also known as a pioneer in introducing and promoting participatory forest management in the region.

Table 21: ORDA’s activity areas and key results, Amhara Region

<table>
<thead>
<tr>
<th>SN</th>
<th>Activities</th>
<th>Result</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Nursery management</td>
<td>3730 nurseries managed</td>
</tr>
<tr>
<td>2</td>
<td>Seedling production</td>
<td>181 million seedlings produced</td>
</tr>
<tr>
<td>3</td>
<td>Plantation development</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Tree/shrub seedlings planting</td>
<td>31372 ha</td>
</tr>
<tr>
<td>2</td>
<td>Jatropha plantation</td>
<td>40022</td>
</tr>
<tr>
<td>4</td>
<td>Area Closure</td>
<td>36321 ha</td>
</tr>
</tbody>
</table>

Source: Performance Review of the third Five Year Strategic Plan (2009-2013) of ORDA
Contribution of local charities and societies to the GTP and MDG. The study team has made efforts to identify the contribution of local charities and societies to the MDG and GTP. However, this effort couldn’t be successful due to lack of data from the sector bureaus and the registering body, BoSA. “We are still organizing data showing the actual volume of capital local charities and societies are mobilizing, they nature of their projects and beneficiaries” (An officer from Amhara BoSA).

11.7 Hard-to-reach

The number of national and international charities working on elders, persons with disabilities, human trafficking, drug addiction, and marginalised communities is by far too small. As the record of the regional BoLSA shows only two organisations are working in partnership with the bureau; the Ethiopian Society of Psychologists and World Christian Organisation. The absence of NSAs to work in areas of elders and disabilities has created a huge burden on the bureau (an informant from Amhara BoLSA).

On the positive aspect, there is an emerging tendency in the region for the hard-to-reach themselves to establish local association to promote and protect their rights. According to the record of BoLSA, there are 375 local associations of persons with disabilities and 235 elders associations. These associations are established by the targets or right holders themselves. However, due to limited access to domestic resource almost all of them are in critical situation. Most of them do not have budget even to conduct their annual meeting, and they have capacity limitation to design and implement projects. There are still few strong associations that managed to get financial support from government offices such as Weldia City.

Low donors’ interest has also been mentioned as a challenge to work on hard-to-reach issues. The different informants from the NSAs appreciated the funding policy of the CSSP, which encourages them to work on issues pertaining to hard-to-reach segment of the society.

With a financial grant from the CSSP, a NGO called Alem Children Support Organisation (ACSO) is working on Negede Weito, a minority group living around Lake Tana. These people have been subject to marginalization because of their way of life and religion. Therefore, the organisation is working for their inclusion in societal as well as political activities (an officer from ACSO Bahir Dar Office). It has been mentioned that similar initiatives have been made by other NGOs such as World Vision and Jerusalem Children and Community Development Organisation (JCDO) targeting Negede Weito.

11.8 Funding situation

According to sources from Amhara BoFED, the finding volume to the region is on the rise each year. The total amount of money that went to the region through NGOs was 5.3 Billion in 2012, 6.4 Billion in 2013 and 6.5 Billion in 2014. On the NSAs’ there are concerns on the funding situations. According to a senior officer from NAP, the funding situation for associations established by HIV positives is on a decline as Global Fund came to an end. In addition, local HIV positives associations are in critical situation as they cannot access foreign fund, and as
result around 33 of such associations are on the verge of closure. The following have been mentioned

**Utilization of Domestic Resources.** Engaging in income generating activities and fund raising have been given due recognition by the existing legal framework. However, except those NSAs registered at the regional level, all the NSAs interviewed and participated in the FGD depend on foreign aid. The NSAs lack diversification of their funding base through domestic resource mobilisation. Lack of experience and skill as well as the stringent legal requirements have been mentioned as possible reasons behind such limitation. In sum, diversification of funding base has been found as a critical challenge for the NSAs operating in the region.

**Access to foreign fund.** The majority of the NSAs agreed on the decline of foreign funding. Different factors have been mentioned including donors’ stringent requirements and focus on bigger NGOs than smaller and emerging NGOs. The number of NSAs which is on the rise from time to time has also been mentioned as one factor creating competition for scarce resource and decline on individual share.

**Support from private organisation.** The study team has made efforts to investigate the relationship between the private sector and NSAs on resources. However, none of the NSAs participated in the FGD has experience of getting support from private individuals and organisations.

**Support from the government.** Except ORDA, none of the NSAs that participated in the interview and FGD mentioned financial support from the government. The regional government has supported the Amhara Network of HIV Positives (NAP) to get office space free of charge. The regional BoLSA provides small financial support to local associations of elders and persons with disabilities covering their meeting cost such as transport and per diem.

**11.9 Partnership with government**

The partnership between government and NSAs varies according to the nature of the NSAs as the government does not have similar engagement with all types of NSAs. Generally, NSAs such as mass based associations, local development associations, cooperatives and community care coalitions (CCC) and Trade Union have strong cooperation and support by the regional government. ORDA which is one of the giant local development organisations, for instance, has a strong partnership with the government to the extent of receiving financial support in a form of matching fund. On the other extreme, organisation like the Human Rights Council, which is working on investigation and monitoring of human rights violation doesn’t receive same type of partnership from the government. As explained by the representative of HRCo in Bahir Dar, “the regional government is not willing to allow us participate in public affairs, our relationship is full of distrust and suspicion”.

Charities receiving fund from foreign source are required to sign project agreement with line sector bureaus, and the regional BoFED which is mandated to coordinate their activities. As the record of the regional BoFED shows, the NSAs have been implementing projects with a total of
50 government offices found at the regional, zonal and woreda levels. However, except Bureau of Health, all the sector bureaus interviewed for this study, do not have a formal and regular dialogue forum with their NSAs partners apart from reviewing their project documents and monitoring their implementation. The regional Bureau of Health has established its own GO-NGO forum where partner NSAs and the Bureau meet every six month to discuss issues of common concern and challenges. The forum is chaired by the head of the Bureau.

**GO-NGO Forum for charities registered by the ChSA.** Like other regions, there is also a GO-NGO Forum in Amhara region which meets annually at the regional level and every three months at the zonal level chaired by the regional and zonal BoFED. The main objective of the forum is to create smooth working relationship between government and NGOs so as to ensure the benefits of the people. The regional GO-NGO forum has 11 Steering Committee members; six from sector bureaus and five from the NGOs. Attempts are being made to establish Steering Committee both at the regional and zonal level to ensure the effectiveness of the forums.

Questions were raised from the NSAs on the effectiveness of the GO-NGO forums. The majority of the informants participating in the GO-NGO forum complaining that this forum couldn’t be in a position of addressing the existing legal challenges. However, government representatives from BoFED do not fully agree with this complaint although they admit existence of problem in the effectiveness of the forum. An officer from the regional BoFED commented that “as effectiveness cannot be achieved overnight, it is still important for the NGOs to have such kind of forum which are critically important to have strong voices and be heard. There might be possibilities for the improvement of the law, and our bureau itself presented to the concerned government body the legal areas which needs improvement”.

**GO-NGO forum for charities registered by the regional BoSA.** More than 1600 local charities and societies have been registered by the regional BoSA which is by far more than the charities and societies registered by the ChSA to operate in the region. The GO-NGO forum which is chaired by the regional BoFED doesn’t include local charities and societies. On the other hand, it has been found that local charities and societies do not have such forum although there is a plan for the future. In this regard, an informant from the regional BoSA stated, “So far we don’t have any consultative forum but it is in our plan for the next budget year. Apart from registration, we don’t provide them with any kind of support. They don’t even know the legal framework under which they are operating”.

### 11.10 Limitations and challenges

#### Limitations

Several limitations have been identified against the NSAs operating in the Amhara region. In fact, most of these limitations are common challenges at the national level as well, and hence they are not unique to the Amhara region. The following are summary of the key limitations:
Compliance. As mentioned by officers of the regional BoFED, the NSAs have difficulties of complying with planning and reporting requirements. Poor quality of planning and delays in submitting reports and completion of projects within the required period.

Capacity limitation. Although this is a common problem to all NSAs, the problem is worse when it comes to local NSAs. The local NSAs lack skilled human power and financial capacity.

Covering remote areas. It has been stated by some informants from government offices that the NSAs lack willingness to cover remote rural areas. However, majority of the NSAs do not agree with this observation but some NSAs attributed the problem with the legal impediment. NSAs tend not to work in remote rural areas due to the definition of administrative cost in the 70:30 directive.

Partnership. The NSAs lack working in partnership among themselves which is critical for greater impact as well as strengthening local and small NSAs. Their relationship is characterized by competition than cooperation, lack of coordination and duplication of efforts.

Hard-to-reach. Issues pertaining to certain segments of the society like prisoners, drug addicts, elders and persons with disabilities as well as ethnic minorities are overlooked. The number of NSAs and the resource towards these groups found to be very small as compared to other issues. In addition to donors low interest, the NSAs also raised the restriction of the law on administrative cost to cover remote areas with poor infrastructure.

Challenges

These are external factors affecting the capacity of NSAs, and the following is summary of the key challenges.

Legal Impediment. The classification of administrative and operational cost, the conditions to engage in income generating activities and fund raising, the restriction on foreign fund to local NSAs and human rights organisation have been mentioned as key factors hindering the capacity of NSAs.

Perception of government officials. Although it has been admitted that NSAs have better working cooperation with their sector bureaus and offices, there are still perception problem with higher officials. Some higher officials and politicians lack the willingness to admit the role of NSAs in promoting development and democratisation in the region. Exposure visits of those high officials to successful projects can change their mindset towards NSAs' work.

Accessibility of the ChSA. NSAs registered by the ChSA to operate in the region have to travel to Addis Ababa even for smaller issues. The ChSA does not have branch office, and it operates everything from Addis Ababa. The regional BoFED was mandated only to provide service in relation to bank signatories.

Access to fund. Smaller and local charities and societies have difficulties in accessing fund; both foreign and domestic funds.
Recommendations

1) The CSOs operating in the region and others should provide due consideration for the people and issues classified as hard-to-reach

2) The CSOs should focus on innovative approaches than repeating what have been done by others including the government

3) The CSOs operating in the region should strive for the establishment of a strong regional network organisation that can represent them before the government, donor and other stakeholders

4) Organize exposure visits for government officials to successful projects to change their perception about NSAs works

5) Domestic resource mobilisation and diversification of fund should be given due attention by the CSOs and the regional government shall also provide the necessary support

6) The GO-NGO Forum needs to be strengthened in ensuring the active participation of the CSOs operating in the region, setting agenda as well as implementing decisions
12. Benishangul-Gumuz Region

12.1 Overview of the region

Benishangul-Gumuz is one of the nine regional states of the Federal democratic Republic of Ethiopia. The name of the region comes from two local ethnic groups Berta (also called as Benishangul) and Gumuz. It has an estimated area of 51,000 square kilometres and is located in the north-western part of Ethiopia. It shares common borders with the State of Amhara in the east, the Sudan in the north-east, and the State of Oromia in the south. It is divided into 3 administrative zones, 19 woredas (two of them special woredas), and 33 Kebeles. Metekel is the largest zone with an area of 26,272 square kilometers followed by Assosa (14,166 sq. km), and Kamashi (8,850 sq. km). The three administrative zones are Metekel, Assosa, and Kamashi.

According to the 2007 census of the Central Statistic Authority (CSA) the population size for Benishangul-Gumuz is 784,345, of whom urban inhabitants number 105,926 or 13.51% of the population; indicating the very low level of urbanization. Most of Benishangul-Gumuz is sparsely populated. Agriculture is the mainstay of this regional State, and traditional gold mining is also an important economic activity. The ethnic composition is very diverse and includes: the Berta (25.41%), Amhara (21.69%), Gumuz (20.88%), Oromo (13.55%), Shinasha (7.73%) and Agaw-Awi (4.22%).

NSAs Mapping Exercise. The NSAs updating mapping study was conducted in Assosa City using both qualitative and quantitative methods. In addition to secondary sources, the research employed primary sources soliciting data through interview and focus group discussion. A total of 14 individuals selected from governmental and non-governmental organisations were interviewed and one focus group discussion with 14 NSAs members was conducted. With a view of validating site data, a feedback session was organized and attended by 24 informants who took part in the interview and focus group discussion. This session assisted the research not only to get the general impression of the participants on the data but also to triangulate the different data collected from different sources.

12.2 Profile and distribution of NSA typologies

In terms of typology, the NSAs operating in BG Region can be grouped into five major categories as follows.

1) Charity and society organisations
   • Regional charities
   • Ethiopian Resident Charity
   • Foreign Charity

2) Mass-based societies and development associations
   • Women’s Associations
   • Youth Associations
   • Development Associations

3) Business-based membership organisations
Cooperative Societies
- Micro and Small Enterprises
- Chambers of Commerce

4) Community-based organisations
- Community Care Coalition (emerging trend)

5) Faith based development associations

12.2.1 Charities and societies: Numbers and categories

To analyse the number and categories of charities and societies NSAs various sources have been identified: the records of the ChSA, the regional Bureau of Finance and Economic Development (BoFED) and the regional Bureau of Justice. This section deals with the number and categories of charities operating in the region being registered by the different government authorities. The table below shows summary of the different NSAs operating in the region.

Table 22: NSAs operating in Benishangul-Gumuz Region

<table>
<thead>
<tr>
<th>SN</th>
<th>NSAs</th>
<th>Registering Body</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Residents and Foreign Charities</td>
<td>BoFED</td>
<td>45</td>
</tr>
<tr>
<td>2</td>
<td>Residents and Foreign Charities</td>
<td>ChSA</td>
<td>390</td>
</tr>
<tr>
<td>3</td>
<td>Region based associations</td>
<td>BoJ</td>
<td>25</td>
</tr>
<tr>
<td>4</td>
<td>Cooperatives</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Association</td>
<td>BoCPA</td>
<td>602</td>
</tr>
<tr>
<td>4</td>
<td>Unions</td>
<td>BoCPA</td>
<td>21</td>
</tr>
<tr>
<td>5</td>
<td>SME</td>
<td>BoSME</td>
<td>850</td>
</tr>
<tr>
<td>6</td>
<td>Business associations</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1 City Chambers</td>
<td>BoTI</td>
<td>7</td>
</tr>
<tr>
<td></td>
<td>2 Sectoral Associations</td>
<td>BoTI</td>
<td>2</td>
</tr>
</tbody>
</table>

According to data from ChSA, around 390 charities and societies have been registered to operate in the region. Of this total, however, only 45 have signed operational project agreement with BoFED. Certain regional offices are mandated to register region-based NSAs. These include the Bureau of Justice (BoJ), the Bureau of Cooperative Promotion Agency (BoCPA), and the Bureau of Trade and Industry (BoTI).
Table 23: Operational NSAs in Benishangul-Gumuz Region

<table>
<thead>
<tr>
<th>SN</th>
<th>NSAs</th>
<th>Registering Body</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Residents and Foreign Charities</td>
<td>BoFED</td>
<td>45</td>
</tr>
<tr>
<td>2</td>
<td>Region based associations</td>
<td>BoJ</td>
<td>25</td>
</tr>
<tr>
<td>3</td>
<td>Cooperatives</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>1 Association</td>
<td>BoCA</td>
<td>602</td>
</tr>
<tr>
<td>5</td>
<td>2 Unions</td>
<td>BoCA</td>
<td>21</td>
</tr>
<tr>
<td>6</td>
<td>SME</td>
<td>BoSME</td>
<td>850</td>
</tr>
<tr>
<td>7</td>
<td>Business associations</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>1 City Chambers</td>
<td>BoTI</td>
<td>7</td>
</tr>
<tr>
<td>9</td>
<td>2 Sectoral Associations</td>
<td>BoTI</td>
<td>2</td>
</tr>
</tbody>
</table>

12.2.2 Region-based NSAs

These are NSAs operating only in BG region registered by the regional Bureau of Justice (BoJ). They are legally prohibited to access foreign fund, and hence have to rely on domestic resources. According to sources from the regional BoJ, before the adoption of the Charities and Societies Proclamation, there were a total of 78 region based NSAs. However, due to financial constraints posed by this legislation, 43 local NSAs were dissolved and 10 NSAs transferred their registration to federal level. According to an informant from the regional BoJ, the regional NSAs are struggling to survive and they lack the required skill and financial capacity to operate.

12.2.3 Mass Based Association: BG Region Youth Associations

The BG Youth Association was established in 2004 with the objective of addressing the challenges of the youth in the region. Registered by the regional BoJ, the association is working in areas of integrated youth development, health, agriculture, saving and credit and participation of the youth. It has 233,000 members and its main income is coming from membership contribution which ranges from 0.5 cents to 3 Birr. As an apex body concerning the youth, there also a regional body called BG Youth Federation which comprises, the regional Youth Association, Clubs of SME and handcrafts, youth government employees, youth leagues and young scholars. Each year, the association is mobilizing its members for voluntary services worth 3 million and above are provided.

12.2.4 Network NSAs

In Benishangul-Gumuz Region, there are two regional networks: Benishangul-Gumuz Development Associations Network (BGDAN) and Benishangul-Gumuz Network of Positives Associations (NBGP). Although BGDAN has started operation in 2008, its formal operation came after its registration in 2011. The network has a total of 14 member organisations which are all residents’ charities. The other network organisation, NBGP was established by associations of HIV positives in 2008 and has 12 members. It is reregistered by the ChSA as consortium of residents’ charities. The current number of membership stands at six, losing members due to the
requirement of the CSP. The six member associations have a total of 1,108 HIV positive members.

12.2.5 Human Rights and Advocacy NSAs

Only one NSA has been found working on human rights issues. The Ethiopian Women Lawyers Association has a project agreement with the regional BoFED on “promotion of social services accountability for quality and accessible rural road services”, ESAP 2 project.

12.2.6 Local Development Associations

The study team has found different local development associations established following their locality or ethnic line. Tikuret Le Gumuz Hizb Limat Mahiber, Berta Limate Mahiber and Boro Shinasha Limat Mahiber are the three local development associations. Tikuret Legumuz Hizb was established in 2001 and reregistered as resident charity. The association is in all zones of the region mainly on health, education, food security and environmental protection. Boro Shinasha was established in 2012 as Ethiopian Residents’ Charity and operates in Metekel Zone. As compared to the local development associations of other region, the local development associations in BG mobilise small amount of money and their areas of operation are very limited. An authority from the regional BoFED mentioned that the regional government is supporting these associations both financially and in-kind.

12.2.7 Business-based membership organisations

Cooperative Societies. According to sources from the regional Cooperatives Agency, as of August 2014 there are 602 primary associations and 21 Unions with a total of 41,471 members and Birr 34,442,092 capital. The regional government has taken cooperatives as one of key strategies to its agricultural policy to mobilise financial resources and to ensure the benefit of the farmers from the market. To achieve these objectives, agro-processing and cooperatives banks have been identified as major activities of cooperatives. Due to their limited financial capacity, the regional cooperatives yet to establish the regional cooperatives bank like Oromia. International NGOs like World Vision, Oxfam Canada and Canadian Hunger Foundation (CHF) are working with the regional cooperatives and provide financial and technical support.

MSEs. In BG region there are 850 MSE with a total of 12,000 beneficiaries as of June 2014 although there is no data showing the total capital they mobilise. As a policy, the regional government is giving priority to “indigenous people” of the region, and hence no SME can be established without including such people. The government is providing support in different forms such as availing market places and chains, credits and loans and capacity building.

Chamber of Commerce and Sectoral Associations. In BG region, there are one regional, seven city chambers and two sectoral associations to safeguard the overall rights and benefits of the business community in the region. The regional chamber which is established in 2012 is very young as compared to others in the country. Currently, it has partnership agreement with a national NGO called Organisation for Social Development (OSD) working on corporate
responsibility. The regional chamber is facing serious financial constraints as its members contribution is insignificant to carry out its activities.

**Faith Based Development Associations.** There are different faith based development associations implementing various development projects in Benishangul-Gumuz Region. The Ethiopian Orthodox Church, Ethiopian Catholic Church, Ethiopian Kalehewot Church and Christian Missionary fellowship operate in the region.

**12.3 Geographical distribution of NSAs and projects**

In BG region, there are 46 charitable organisations including both national and international NGOs. These NGOs are implementing a total of 66 projects that has been benefiting 1,469,459 beneficiaries. Here it should be noted that the number of beneficiary is by far higher than the number of population of the region as different projects may target same individual or community repeatedly. Therefore, the number rather indicates the frequency beneficiaries and hence shouldn’t be put in comparison with the number of population of the region. As the table below shows, there is a relatively high concentration of NGOs in and around Assosa, the capital city of the region. During the focus group discussion and the feedback session

Table 24: Zonal distribution of NGOs in Benishangul-Gumuz Region

<table>
<thead>
<tr>
<th>Zone</th>
<th>No. NGOs</th>
<th>No. Projects</th>
<th>Beneficiaries</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Metekel</td>
<td>10</td>
<td>22</td>
<td>323,223</td>
<td>76,635,377</td>
</tr>
<tr>
<td>Assosa</td>
<td>25</td>
<td>31</td>
<td>641,059</td>
<td>186,266,454</td>
</tr>
<tr>
<td>Kamashi</td>
<td>8</td>
<td>9</td>
<td>108,907</td>
<td>103,538,903</td>
</tr>
<tr>
<td>Assosa and Kamashi</td>
<td>2</td>
<td>3</td>
<td>332,482</td>
<td>8,464,687</td>
</tr>
<tr>
<td>Kemash and Maokomo</td>
<td>1</td>
<td>1</td>
<td>1200</td>
<td>2,253,696</td>
</tr>
<tr>
<td>3 Zone</td>
<td>2</td>
<td>3</td>
<td>62,588</td>
<td>373,433,212</td>
</tr>
<tr>
<td>Total</td>
<td>46</td>
<td>66</td>
<td>2668,259</td>
<td>753,918</td>
</tr>
</tbody>
</table>

Source: BG BoFED

**12.4 Contribution to the MDG and GTP**

**12.4.1 Contribution to economic development**

The NSAs in BG region have been carrying out various interventions, which have direct and indirect relevance both to the MDG and GTP. Although there are several commendable contributions by the different NSAs operating in the region, the study team has identified one exemplary intervention implemented by group of seven international NGOs such as Canadian Hunger Foundation (CHF), Canadian Physicians for Aid and Relief (CPAR), Food for the Hungry (FH), International Network of Bamboo and Rattan (INBAR), Oxfam Canada, Save the Children Canada and World Vision. The group has made. The study team had different reasons while selecting the intervention of these international NGOs. First, from the total amount of resources that went to the region through the different NSAs, 351,884,430 Birr which is close to 50% of the total fund came through these organisations. Second, they are working in different
thematic areas but using holistic and integral approaches although their main focus is on ensuring food security which is the strategic objective of both the GTP and MDG.

With the financial support of the Canadian Foreign Affairs, Trade and Development, the programme has the objective of improving the food security and economic well-being of vulnerable people and targeting to benefit 20,500 farmer households in the three zones, seven s, and 70 food insecure kebeles of BG Region. The project has been operational since 2010 and will end in 2015. Building on best practices, the programme integrates agricultural development, natural resource management, nutrition, gender, capacity building, disaster risk management, as well as value-chain and market-led development. The different NGOs involved in the programme share roles and responsibilities according to their areas of specialization and comparative strength.

All programme activities are implemented in close collaboration with and using government structures. As commented by one informant from the coordination office, the NGOs are implementing almost 90% of the plan of the regional government. The following are summaries of key the achievements scored directly or indirectly by the programme:

- Improved quantity and quality of agricultural products. Sesame from 7 quintal per hectare to 12 quintal per hectare, Maize from 12 quintal per hectare to 22 quintal per hectare, Groundnut from 4 quintal per hectare to 7 quintal per hectare
- Introduction of irrigation system which has never been practiced in the region before;
- Raised awareness on gender equality and women empowerment. In some ethnic groups women used to give birth alone and in forests. The programme has contributed in the removal of such practice, and for females to give birth in health clinics.
- Raised awareness of the farmers on indigenous nutritious food which can easily be accessed from their surroundings. In some ethnic groups, eating chicken and egg was considered as dangerous for life.
- Improved access to market to sale agricultural products.

Table 25: Thematic areas by budget and beneficiaries, Benishangul-Gumuz Region

<table>
<thead>
<tr>
<th>SN</th>
<th>Thematic area</th>
<th>Budget</th>
<th>No. Beneficiaries</th>
<th>No. Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Health and HIV</td>
<td></td>
<td></td>
<td>15</td>
</tr>
<tr>
<td>2</td>
<td>Education</td>
<td>237</td>
<td></td>
<td>13</td>
</tr>
<tr>
<td>3</td>
<td>Women &amp; Children</td>
<td>237</td>
<td></td>
<td>19</td>
</tr>
<tr>
<td>4</td>
<td>Agriculture &amp; Livelihood</td>
<td>368,251,129</td>
<td>142,925</td>
<td>6</td>
</tr>
<tr>
<td>5</td>
<td>Integrated</td>
<td>173,748,355</td>
<td>383,286</td>
<td>9</td>
</tr>
<tr>
<td>6</td>
<td>Water and Sanitation</td>
<td>4,035,092</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>7</td>
<td>Others</td>
<td>546,035,050</td>
<td>191,735</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1,092,070,100</td>
<td>717,946</td>
<td>66</td>
</tr>
</tbody>
</table>

Source: Benishangul-Gumuz BoFED
As the above table shows the majority of budget mobilised by the different NSAs goes to agriculture and integrated development followed by health and education.

12.4.2 Contribution to democratisation

The Ethiopian Women Lawyers’ Association, Ethiopian Catholic church of Nekemet and Mujee Guwa Loka Women Development Association implement project on social accountability through the fund from ESAP2. This programme is believed to enhance the capacity of the community to take part in development initiatives and hold government accountable. Through CSF II programme, VECOD is reported to be implementing a project in Benishangul-Gumuz on consolidating democracy through constructive discourse and civic engagement. Except, these initiatives, there is no other organisation which is directly working on human rights, good governance and policy advocacy which are critical for the democratisation process. Generally, the investment in democratisation (accountability) is very small as compared to others.

12.5 Hard-to-reach

Owing to the distance from the capital city and its poor infrastructure, the very fact of working in BG should be considered as working in hard to reach area as commented by one informant. As compared to other regions of the country, operation of NGOs in BG region is very young and their number is still small. The majority of the NSAs are concentrated in and around Assosa which is the regional city and relatively better-off in terms of infrastructure development. In terms of thematic issues, there are elders and persons with disabilities associations such as Benishangul-Gumuz Disabled Persons Association and Benishangul-Gumuz Elders Association. Currently, they are implementing a project on empowerment of elders and persons with disability in partnership with other local NGOs through a fund from the CSSP. Likewise, CSF II supports a project implemented by NBGP+ and that focuses on enhancing community-based prevention of mother to child transmission of HIV/AIDS.

12.6 Resources Mobilisation and funding situation

Like the other regions, the NSAs in BG region are also highly dependent on foreign aid with little effort to diversify funding bases using domestic resources. Sources from BoFEd show the majority of the projects implemented by the different NSAs will come to an end in 2015 particularly the food security programme which constitutes 50% of the total fund phases out in the stated period. From the 66 projects, 13 projects will end in 2014, 21 in 2015, 10 in 2016 and 13 in 2017. Only one organisation has been trying to work on domestic resource mobilisation by securing land from the regional government and engage in agricultural activities. Different reasons have been raised by the NSAs for failing to engage in domestic resource mobilisation initiatives. Financial constraint and lack of skill have been identified as major challenges.

12.6 Partnership

With Government. The partnership between government and NSAs varies according to the nature of the NSAs as the government does not have similar engagement with all types of NSAs. Generally, NSAs such as local development associations, cooperatives and SME are given closer
attention by the government than the others. Charities registered by the federal government and work in the region should have a bilateral agreement with the regional BoFED and sector offices. However, all the government institutions interviewed do not have a formal and regular partnership forum with NSAs working with them. Therefore, their interaction is limited to review of project proposals and implementation.

**GO-NGO Forum.** This forum has meetings twice a year chaired by the regional BoFED and has its own Steering Committee. The NSAs put question on the effectiveness of the forum, and this has been admitted by BoFED officials. The forum lacks clear strategic direction, and have no any agreed guiding document defining its role and responsibilities as well as the obligations of the government and the NGOs.

**Partnership among NSAs.** As mentioned earlier, there are two network organisations in the region: BGDAN and NBGP. The former has 14 local resident charities while the latter has six HIV positives associations. Membership in BGDAN as regional network is too small as compared to the total number of NSAs operating in the region. There is, in fact, a strong informal network established by group of seven international NGOs which are working on food security.

**Partnership with private sector.** Organisation for Social Development, a national residents charity, established partnership agreement with the BG Chamber of Commerce and Sectoral Association to work on a project called Corporate Social Responsibility.

### 12.7 Limitations and challenges

**Limitations**

**Capacity Limitation.** The local NSAs lack skilled personnel to design and implement projects. The NSAs lack capacity to compete for funds with national and relatively developed regions NSAs. Most local NSAs have limited capacity to reach remote and rural areas.

**Poor attention to domestic resources.** The region is endowed with abandoned natural resources. However, the majority of the NSAs are still dependent on foreign aid as they lack providing due attention to such local resources.

**Repetition of projects.** As the NSAs lack a forum that can coordinate their activities there is a big chance of repetition of projects in the same place with the same targets. As there is little or no chance for amendment once projects are designed and agreed upon with donors, there is no option than implementing that project despite others are also doing same project.

**Challenges**

**Resource constraint.** The number of resource coming to the region as compared to other regions is found to be small. The local NSAs do not have the required level of competition capacity to mobilise both domestic and foreign aid resources.
**Poor infrastructure.** This has affected the capacity of NSAs to work in remote and rural areas by increasing their administrative cost. Travelling to certain places in the region may require to go to another region and travel long distance.

**Legal impediment.** Most informants including government officials mentioned the unfair application of the law to the region with other developed regions. The informants claimed that the law should have preferential treatment for NGOs working in the region owing its development stage. The law has affected the capacity of the NSAs to conduct needs assessment which has been identified as one of their limitations and causing duplication of efforts.

**Government offices cooperation.** Although there is a good willingness to support the activities of NSAs in the region, in most cases government offices are occupied with event-based issues including long meetings and travels. This is affecting the activities of the NSAs to implement projects on time and with the required quality.

**12.8 Recommendations**

1. The CSOs should focus on innovative approaches
2. The CSOs should accord due consideration to domestic resources
3. The CSOs should provide special attention to people classified as hard-to-reach
4. CSOs and the regional BoFED should work towards strengthening the GO-NGO Forum
5. Donors should encourage CSOs to work in the region particularly in areas of water and sanitation, environment, food security and human rights and good governance
6. The government should give preferential application of the CSP to CSOs working in BG region owing to its poor infrastructure and remoteness from the centre
13. Dire Dawa City Government

13.1 Introduction

The Dire Dawa City Administration is located in the eastern part of Ethiopia. The administration is bordered by the Shinile Zone of the Somali National Regional State on the northwest, and northeast, and by the eastern Hararghie Region of the Oromia National Regional State on the south, southeast, and east.

The City Administration is estimated to have a total land area of 128,802 hectares of land, of which 97.73% covers the rural area, and the remaining 2.27% accounts for the land area used by the region’s main urban centre: Dire Dawa City, located 515 km from Addis Ababa, 55 km from Harar, and 313 km from Port Djibouti.

The climatic condition of the region is greatly influenced by its topography, which lies between 950 – 1250 meter above sea level, and which is characterized by warm and dry climate with a relatively low level of precipitation. The mean annual temperature is about 25.4 degree delicious. The average maximum temperature of the Administration is 31.40°C, while its average minimum temperature is about 18.2 degree delicious. The aggregate average annual rainfall is about 604 mm. On the other hand, the region is believed to have an abundant underground water resource.

The population of the region is at present estimated to be about 369,674, of which 73.6% reside in the urban area and the rest 26.4% live in rural areas. A number of Ethiopian Languages including Oromifa, Amharic, Somali, Guragigna, Tigrigna, Harari, etc. are widely spoken, while Amharic is used as a working language in the city.

Several factors including decades-long cultural transaction resulted in similarity of lifestyles, closeness and friendship among the people of the city ultimately creating a unique blending of custom that transcends any cultural and language barriers. As a result of this, the people are famed for their hospitality and friendliness. Nearly all the people living especially in the central and eastern sections of the city are able to speak two or more languages. The predominant religions practiced in the region are Islam and Christianity. However, we can find people from other religious groups as well.

Dire Dawa hosts diverse populations that originated from different ethnic and cultural backgrounds. Men and women of various walks of life enter and leave the town. As the town is situated along the Addis Ababa - Djibouti route, many truckers and their assistants visit the town. Dire Dawa has a railway station, big textile factories, government institutions, private enterprises, as well as secondary and tertiary schools. The town also hosts large numbers of migrant day labourers and unemployed youth. It is also a recreational and business centre that attracts tourists and businessmen from neighbouring Djibouti and Somalia.

Khat consumption is the norm rather than an exception in Dire Dawa, particularly among adolescents and youths, often followed by alcohol consumption. Thus, khat and alcohol abuse is said to lead to unplanned and unsafe sex among adolescents and youth. Cross-generational and transactional sex is also common in Dire Dawa, for which poverty and peer pressure are cited as
the main driving forces that compel young girls to have sex with older men in return for money and gifts. The combined effect of these situations is believed to create favourable condition for high spread of the HIV in the City that resulted in the relatively high prevalence rate in the country (4.3%). This may justify the fact that significant proportion of the CSO in Dire Dawa are working on the prevention and control of HIV.

The NSA Mapping Update study was conducted in Dire Dawa City Administration as part of the national NSA mapping study. The study aspired to know the number and nature (typology, thematic areas of intervention, geographic distribution, etc.) of NSA operating in the City Administration, their contribution to the development endeavor of the Administration, the challenges and limitations they faced.

The research employed data collection techniques including key informant interviews, FGD, and documents review. Accordingly, 9 individuals from the NSA sector and 8 individuals from relevant Government Bureaus were interviewed individually and in small groups, while one FGD in which representatives of the NSA sector participated was conducted. Documents obtained from six government Bureaus and many NSAs were also reviewed.

13.2 NSA Number, typology, thematic areas and geographic distribution

13.2.1 Number and typology of NSA

A document titled “2006 CSO Profile” obtained from the Dire Dawa BoFED listed 76 NGOs as operating in the region, of which 14 are marked in red as “inactive”. Moreover, one is the USAID Programme, GQIEP, mistakenly taken as NGO. This means the actual number of currently active NGOs is 61. Another document we obtained from BoFED titled “Dire Dawa administration Finance & Economic Development Bureau foreign Resource Mobilisation & Administration core process: Template for Mapping Civil Society Organisations. Feb. 2014 G.C”, shows that NGOs active in the region at the beginning of 2014 were 95. We were told that the former was the more recent. This means about 95 NGOs were registered at the beginning of 2014, but 34 of them are not operating currently. Indeed, one of the two informants we talked to from BoFED noted “the number may even be lower, but we could not tell exactly how many, because we did not conduct a field assessment”. For example the BoWCYA conducted a field assessment to measure the performance of the NGOs working with it, and found out that one NGO that has signed project agreement with it has just disappeared without a trace. The list in the Table below is based on the latest document.
Table 26: List of NGO currently active in Dire Dawa

<table>
<thead>
<tr>
<th>Type of Charities</th>
<th>Number</th>
<th>Type of Charities</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Resident Charities</td>
<td>46</td>
<td>Faith-Based Foreign Charities</td>
<td>2</td>
</tr>
<tr>
<td>2 Foreign Charities</td>
<td>15</td>
<td>Faith-Based Resident Charities</td>
<td>10</td>
</tr>
<tr>
<td>Total</td>
<td>61</td>
<td>Total</td>
<td>12</td>
</tr>
</tbody>
</table>

Source: Regional BoFED

The great majority of the Resident Charities, including some that are established in the region, are registered with the ChSA. There are no Ethiopian Charities operating in Dire Dawa.

CBOs, the majority of which are *iddirs* and/or *afochas*, are numerous. However, the Bureau of Justice, which is responsible for registering this segment of NSA, and which, according to the Bureau Head, is closely working with them, especially in relation to community policing and peace keeping, was not cooperative enough to provide us with adequate information (including their number).

Non-Charity NSA” As is observable in other regions as well, the number of business related NSA, namely Micro and Small Enterprises as well as Cooperatives is showing remarkable growth. Accordingly, the number of cooperatives in the City Administration has reached 287.

Table 27: Currently Active Cooperatives in Dire Dawa

<table>
<thead>
<tr>
<th>Type of Cooperative</th>
<th>Number</th>
<th>Number of Members</th>
<th>Capital</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>M</td>
<td>F</td>
</tr>
<tr>
<td>1 Saving and Credit</td>
<td>122</td>
<td>1802</td>
<td>2840</td>
</tr>
<tr>
<td>2 Saving and credit</td>
<td>47</td>
<td>105</td>
<td>5544</td>
</tr>
<tr>
<td>3 Urban Consumers</td>
<td>11</td>
<td>2657</td>
<td>3918</td>
</tr>
<tr>
<td>4 Minerals producing rural</td>
<td>18</td>
<td>630</td>
<td>27</td>
</tr>
<tr>
<td>5 integrated Rural</td>
<td>38</td>
<td>4226</td>
<td>830</td>
</tr>
<tr>
<td>6 Quarry Rural</td>
<td>36</td>
<td>924</td>
<td>92</td>
</tr>
<tr>
<td>7 Rural environment</td>
<td>15</td>
<td>1618</td>
<td>217</td>
</tr>
<tr>
<td>Total</td>
<td>287</td>
<td>11,962</td>
<td>13,468</td>
</tr>
</tbody>
</table>

Source: Dire Dawa City Administration Trade Industry and Investment Bureau Office of Cooperatives Development Core Process

Similarly, Micro and Small Enterprises showed significant growth, especially in the last three years. Some of the micro enterprises (MEs) have also grown into small enterprises (SEs), while some of the SEs have grown into medium enterprises as shown in the Table below.
Table 28: MSEs in Dire Dawa

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Dire Dawa City</td>
<td>No. ME</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>No. SEs</td>
<td>88</td>
<td>100</td>
<td>80</td>
<td>96</td>
<td>165</td>
<td>65</td>
<td>82</td>
<td>255</td>
</tr>
<tr>
<td>Admin</td>
<td>MEs transitioned to SE</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>91</td>
</tr>
<tr>
<td></td>
<td>SEs transitioned to medium</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>7</td>
</tr>
<tr>
<td></td>
<td>Total No of MSEs</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>571</td>
</tr>
<tr>
<td></td>
<td>2006 Aggregate capital</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>71,485,752</td>
</tr>
<tr>
<td>Composition of MSEs</td>
<td></td>
<td>Manufacturing</td>
<td>211</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Construction</td>
<td>197</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Service</td>
<td>68</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Trade</td>
<td>25</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Urban Agriculture</td>
<td>70</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>571</td>
</tr>
</tbody>
</table>

Source: Dire Dawa Micro and Small Enterprises Coordination Office, 2014

Case Story: Dire Multipurpose Farmers’ Cooperative Societies Union

Providing Financial Services to Hard to Reach and Disadvantaged Rural Population

Dire Multipurpose Farmer’s Cooperative Societies Union (DMFCSU) was established in 2009 with an objective of solving marketing and financial problems of its members. To achieve its objectives it structured itself with three semi-autonomous divisions/departments:

- Mechanization
- Rural saving and credit
- Agro-processing

Currently, DMFCSU has 8,000 members (farmers and pastoralists) under 38 primary cooperatives. The union has registered several achievements within the bounds of the traditional way cooperatives operate. But the innovative ways it devised to reach the rural poor with saving and credit opportunities makes it unique. It is clear that saving and credit is not very much practiced among the majority of the Ethiopian population. This is even much truer when it comes to the rural population, especially pastoralist and semi-pastoralist communities. Most finance institutions including saving and credit institutions believe in the importance of awareness and demand creation and hence invest much of their time in doing so. But few might have thought of the need for responding to the demand they created and devising the most appropriate mechanism to achieve its objectives. That is what makes DMFCSU unique. It realised that poor farmers and pastoralists would find it difficult and expensive to come to Dire Dawa to deposit their meagre savings in the bank and would be forced to resort to the tradition of hording and informal/illicit lending and borrowing
practices. In 2012, DMFCSU launched a programme that addressed the problem once and for all. It started providing financial services to the marginalised small farmers and herders with full participation of the community to help diversify and enhance their income generation opportunities, develop their culture of saving, engage in profitable businesses, engage in market oriented farming activities, gain access to requisite inputs, and finally ensure their food security.

The Rural Saving and Credit Division thus introduced the provision of financial services at the very doors of the rural poor - Mobile Banking Service – with an initial capital of half a million birr. It provides every service that the institution provides at its premises from a vehicle that is customized to fit the very purpose and that travels to all the 37 rural kebeles where member cooperatives exist. Thus by bringing the service into the farmers/pastoralists’ gates it helped them save their time and extra financial costs. By doing this DMFCSU nullified the notion of costliness of reaching the rural poor. After the commencement of the Mobile Banking, the number of clients who opened accounts increased in 500%. The Bank also collected more than 3,000,000 birr in saving within the first four months of its existence. This confirmed that awareness alone is not enough and that farmers are wise in making use of opportunities that come by.

13.2.2 Thematic Areas.

The main thematic areas the CSOs are engaged in are Health (including prevention of HIV and reproductive health and family planning), Education, Childcare, Women and Youth Economic Empowerment, Livelihoods, WASH, and Environment. The data we obtained from BoFED and other sector bureaus shows the following:

Table 29: NGOs working with Sector Bureaus in Dire Dawa

<table>
<thead>
<tr>
<th>Name of Sector Bureau</th>
<th>Number of CSOs working with the Sector</th>
</tr>
</thead>
<tbody>
<tr>
<td>BoH and HAPCO</td>
<td>26</td>
</tr>
<tr>
<td>BoLSA</td>
<td>6</td>
</tr>
<tr>
<td>BoWCYA</td>
<td>22</td>
</tr>
<tr>
<td>BoE</td>
<td>26</td>
</tr>
<tr>
<td>Environment</td>
<td>1</td>
</tr>
<tr>
<td>BoPF and RD</td>
<td>12</td>
</tr>
<tr>
<td>WASH</td>
<td>4</td>
</tr>
<tr>
<td>Agriculture</td>
<td>6</td>
</tr>
</tbody>
</table>

Source: Dire Dawa City BoFED, 2014

It is worth noting that there is no hard and fast boundary among the thematic areas listed above, because there is a lot of overlapping. For example, NGOs working with women may help establish women self-help groups and provide starting capital for IGA schemes, which means an intervention in improving livelihoods, or women economic empowerment. Similarly helping children to access schools may be considered as working with BoE, while it may also mean
working with BoWCYA (since children are the target), or with BoLSA (if the sub-group are street children). If an NGO is promoting women’s involvement in urban agriculture or backyard gardening, the thematic area may be categorised as either agriculture or women. Nonetheless, there is no doubt that the number of NGOs working on crucial issues such as environment, WASH and Agriculture is absolutely small.

Understandably, most of the time smaller NSA (especially community associations, including associations established by PLHIV), tend to focus on HIV&AIDS and Childcare; though many of them complain that shortage of budget limited their achievements.

Despite the fact that considerable proportion of the NGOs are working on women and children their intervention is said to be limited to mere service delivery. This is because, as a study by DFID\textsuperscript{122} indicated “after the enactment of the CSO law, many exclusively women-focused and rights advocacy organisations changed their mandates and abandoned advocacy, legal aid, and awareness raising activities” As the focal point of the study was Survivors of Gender-based Violence, it concluded that the legal constraint due to the CSP “was a setback to the process of combating gender-based violence and enhancing GBV survivors’ access to security and justice”.

In the broader sense, the document implied the current interventions that target women fall short of tackling the root causes of gender inequality be it cultural, political, or social.

\textbf{13.2.3 Reflections on selected NSAs}

\textbf{Regional Development Associations.} In Dire Dawa there are no RDAs, probably due to the fact that RDAs are primarily ethnic-based and Dire Dawa is a multi-ethnic society. The multi-ethnicity is not also similar to the case in SNNPR where it was possible to establish a multi-ethnic umbrella RDA following the establishment of several ethnic-specific associations at zonal and special \textit{woreda} levels.

\textbf{Faith-based organisations.} There are about twelve Faith based Organisations (FBOs) in Dire Dawa, of which two are Foreign FBOs. The Faith based Organisations registered as Ethiopian Resident Charities include: Ethiopian Evangelical Church Mekane Yesus, Ethiopian Evangelicals Sabeyan Lutheran Church, Ethiopian Evangelicals Legehare Lutheran Church, Ethiopian Catholic Church Social \\& Development Coordination office of Harar (ECC-SDCOH), MehalMesorete Kiristos Church, MirabMesoreteKristos Church, Misrak Meserete Kristos Church, Muluwongel, Amanoch Church, and Darul Hijeratu Al-Ula Education and Development Association (DHAUEDA). Foreign FBOs are only two – Missionaries of Charity and Gospel Mission.

Almost all the FBOs tend to work on children, though Missionaries of Charity also takes care of Mentally Impaired People, the only of its kind in Dire Dawa. Some FBOs like ECC-SDCOH, \textsuperscript{122}Messaret Kassahun. 2012. The impact of the Proclamation of Charities and Societies on Survivors of Gender Based Violence. A study undertaken by DFID. Addis Ababa.
which have better financial strength also implement food security, health, education, and WASH projects.

**Mass-based Associations.** Mass-based organisations in the City Administration include the Dire Dawa Women`s Association and Dire Dawa Youth Association. The associations are predominantly engaged in interventions related to the prevention and control of HIV as well as the improvement of the economic life of poor women.

They are said to be favoured by government bodies, which often give them supports in terms of offices, office furniture/equipment, and technical support. Moreover, these associations, especially the youth association, are reported to get voluntary service from members, particularly in relation to activities such as provision of Home-based Care to AIDS patients.

**Rights organisations.** There are no Ethiopian Charities operating in Dire Dawa and hence there is no NGO working on advocacy, democratisation, human rights, governance, etc., in the strictest sense of the terms. Although Ethiopian Women Lawyers Association (EWLA) was operating in Dire Dawa, it has closed its branch office there following the financial problem that it faced as a result of the prohibition to access foreign fund provided in the CSP.

However, NGOs funded by ESAP II are working on improving public services, which is believed to have some elements of governance.

**Networks.** According to informants, there are at least three consortia in Dire Dawa: Network of HIV Positive People Associations in DD, Dire Dawa Community Action Net Work (DDCAN), and Consortium of Christian Relief and Development Association (CCRDA). The latter is the largest and the oldest. It is also probably the only one that is still in a relatively better position, though it could no longer play its previous role of building the capacity of its members; providing trainings on various issues\(^\text{123}\), and ethical observation of its member and other NGOs, etc. It is thus serving as an intermediary institution – accessing funds and distributing it among its members.

The others are reported to have been weakened due to the adverse impacts of the 70/30 rule. Moreover, prohibition of networking and collaboration of CSOs belonging to different categories by CSP is said to contribute to the existing weak networking effort.

**13.2.4 Geographic distribution**

Dire Dawa being a city administration, there are no remote administrative units (zones/woredas) but only urban kebeles and the surrounding rural kebeles. The BoFED document shows that all, but one, NGOs, have their offices in the city.

However, the document we got from BoFED failed to show which NGO works in which kebele, but shows only the kebeles where their offices are located. It thus lists the locations of the 78 NGOs out of the 95 that signed operational agreement with it at the beginning of 2014 as shown

\(^{123}\text{Prior to the CSP, CCRDA was providing extensive trainings on “rights based approach to development” to its members and used to be a proactive advocate of rights.}\)
in the Table below. Obviously, the table would not reflect the current situation, since the cited document is not an updated one, but definitely it indicates the trend in terms of concentration of NGOs in *kebeles*.

Table 30: Distribution of NGOs by *kebele* in Dire Dawa

<table>
<thead>
<tr>
<th>Kebele</th>
<th>Number of NGOs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 02</td>
<td>26</td>
</tr>
<tr>
<td>2 03</td>
<td>11</td>
</tr>
<tr>
<td>3 04</td>
<td>13</td>
</tr>
<tr>
<td>4 05</td>
<td>8</td>
</tr>
<tr>
<td>5 06</td>
<td>4</td>
</tr>
<tr>
<td>6 07</td>
<td>1</td>
</tr>
<tr>
<td>7 08</td>
<td>12</td>
</tr>
<tr>
<td>8 09</td>
<td>2</td>
</tr>
<tr>
<td>9 Lega –Oda</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: Dire Dawa BoFED, 2014

13.3 Contribution of NSA

13.3.1 Contribution to the region’s/country’s development

FGD participants and interviewed NSA representatives as well as government officials from visited Bureaus depicted that the contribution of the CSO sector to the development of the region and the country at large, is significant. This is despite the fact that the budget that majority of the local NGOs manage is absolutely small. Their contribution according testimonies obtained from different government bureaus and NSAs included:

- Reduction in maternal and infant mortality rates
- Promotion of Family Planning that resulted in increased Contraceptive Prevalence rate
- Combating HTPs, especially through awareness creation
- Prevention and control of the spread of HIV
- Support in the treatment of AIDS patients including provision of Home based Care
- Creating access to school of orphan children and children from poor households
- Childcare of various forms including, support in nutrition, promotion of local adoption
- Care to mentally impaired people
- Promotion of WASH
- Prevention and control of TB
- Capacity building of local government agencies
The contribution of CSOs in the areas of Health, Education, Livelihood, Women empowerment, WASH programmes, which are important thematic areas where the country is expected to register considerable achievement in order to meet the MDG and to achieve the GTP, is said to be significant. One FGD participant also pointed out that he has read a report that states the money the NGO sector mobilises amounts to 9% of the total annual financial resource of the City Administration.

### 13.3.2 Contribution of NSA in introducing innovative approaches

Non-state actors are often recognised for fostering innovation through models successfully tested and adopted on community participation, micro-finance, new and appropriate technologies, capacity building, and effective use of awareness raising and social inclusion tools that are viewed as much better than the tools and approaches available at the state’s disposal.

The contribution of NGOs operating in Dire Dawa, in terms of introducing innovative intervention approaches is likewise reported to compel recognition, according to representatives of NSA.

These informants mentioned some examples of innovative approach, such as local adoption system that is introduced and is being implemented by a local NGO called Positive Action for Development (PAD), the Community- Government Dialogue introduced by Mercy Corps (though it is currently disrupted) are approaches that should be considered as innovative. PAD has succeeded to get foster parents for 9 children (4 female), and to register a total of 350 volunteer foster parents who are now waiting for children to be fostered and adopted. Moreover, 23 children (14 female) are made to benefit from independent living arrangement, while 17 street children (9 female) are reunified with their families.

### 13.4 Collaboration

#### 13.4.1 Collaboration among NSAs

As is the case almost in all regions, the relationship (cooperation and collaboration of work) among NSA is not good. In some cases it is characterized by competition and rivalry. As one informant noted the “only time they come to know about each other’s work, albeit superficially, is when they come together in a workshop or seminar”. Informants appreciated the approaches of EU-CSF and CSSP as playing important roles in terms of creating opportunities for NGOs to collaborate and work together. In such cases strong NGOs are made to work with weaker/newer NGOs whereby the latter draws invaluable lessons from the experience.

#### 13.4.2 Collaboration between State Actors and Non-State Actors

Informants from the NGO sector noted that since they are obliged to work with regional sector bureaus, they are trying their best to make their working relationship increasingly better. However, they are disappointed that they are often seen negatively, labelled as “rent seekers” a term designating corruption and embezzlement.
FGD discussants strongly noted that, though they cannot deny that there are some NGOs being led by irresponsible people, the generalization is unfair. Indeed, even if there are some corrupt individuals, in the NGO sector, their proportion, and the amount of money that could be embezzled by these dishonest people, is absolutely negligible when compared with what is observed in the government sector.

One FGD participant noted “I don’t understand why they [the government offices] want our work, but do not want to recognise it”. “Some officials do not seem to believe in what they say about us. They are saying it simply because they are expected to say it”, still another participant commented. They also referred to the commonplace belief that government bureaus treat some organisations as “children” and others as “stepchildren”. They mentioned mass-based organisations, to belong to the former category.

On the part of the government, the common complaint is that some “NGOs are irresponsible and untrustworthy”. For example, one informant from the Bureau of BoWCYA reported that one of the NGOs that had signed operational agreement with the Bureau, just disappeared without a trace. He noted that “during our field visit in July/August 2014, we couldn’t locate its office, the telephone number it gave us did not answer, and we couldn’t get anyone who knows about its whereabouts”.

Despite these accusations and counter accusations, we could observe that an interesting development is emerging in relation to GO - NGO collaboration. We were told that the BoWCYA has started to donate small grants to NGOs other than the ones known as being government affiliated. The support is being given based on merits\textsuperscript{124}. Among NGOs working with it, the Bureau identifies those that are “trustworthy, have integrity and are efficient”, and not only gives them financial support, it also awards them in an official event. Positive Action for Development, Yeshama Birhan Association of PLHIV and one other NGO are said to have been honoured with the reward.

\textbf{13.4.3 Collaboration between NSA and the Private Sector}

Working relationship between non-state actors, especially NGOs and the private sector is not common in Dire Dawa and in the country at large. As shown below, there is no tradition in which the private sector supports NGOs that are working on specific social problems, while on the part of NGOs there is little or no tendency to approach the private sector for support.

Obviously, there can be some relations between business oriented NSAs (cooperatives and MSEs) a relation that is mainly transactional. Cooperatives and MSEs may sell their products for

\textsuperscript{124}Positive Action for Development (PAD) has received a total of 460,291.00 ETB in 2005 and 2006 EFYs form the DD BoWCYA. PAD was also donated 328, 581.88 ETB from Great Run Ethiopia via MekodiaHome of elderly and mentally ill people based the recommendation from Bureau of Women Children and Youth Affairs and Ministry of Women Children and Youth Affairs. PAD’s Harari branch is also given an office facility free of charge from the Harari BoWCYA.
private businesses, especially small business, or the former my need to buy some items from the latter.

13.5 Resource mobilisation and trends in funding

Local Resource Mobilisation

All NGOs in Dire Dawa, leave, traditional social institutions such as *iddirs*, do not generate their budgets from membership contributions. There is also no NGO that has so far tried to solicit funds by way of public collection or individual donation, though there may be some that received a one-time grant from philanthropist individuals or families.

Few had the intention to engage in institutional IGA following the enactment of the CSP, which allowed running such schemes. But, according to informants, they thought better of it due to some constraining directives that were issued by the ChSA subsequently.

In general the trend of resource mobilisation is approaching foreign funders with project proposals. In other words, the NGOs operating in Dire Dawa, like most NGOs elsewhere in the country, are dependent on foreign aid.

Trends of Funding

Although almost all the NGOs operating in Dire Dawa are Resident Charities not legally forbidden to access foreign fund, not all got this an easy task. Many of them have serious capacity limitation to develop project proposals and compete with other stronger NGOs.

Many also do not know potential donors, especially Embassies that could give moderate funds for specific issues of their interest. Some may not have access to information and may not even know that a certain donor has announced call for proposal.

However, many informants from both from government and NSA sides appreciated the current funding programmes (EU-CSF, CSSP and ESAP II) without which many NGOs would have closed down.

CSSP is highly appreciated for the way it appraises proposals (“they do not see proposals as exam papers that should be given a pass or fail result”) and it supports potential beneficiaries in terms of capacity building in proposal development and other important issues. EU-CSF II and ESAP II are also appreciated for being able to fund all categories of NGOs, including Ethiopian Charities and Societies, among which shortage of fund is very serious.

13.6 Reaching hard-to-reach

In Dire Dawa, there are no places that could be categorised as geographically hard to reach. Yet, the great majority of NGOs are working in urban *kebeles*, and all, but one, has its office in the City. Moreover, not many NGOs work on target groups such as PwD, the Elderly, the Mentally Impaired, Addicts, Street Children, environment, etc. Though there are two or three NGOs working on the elderly, only one (Missionary of Charities) is working on the mentally impaired.
However, most NGOs either have projects that target children, women and PLHIV or have projects that include these targets as one component.

13.7 Challenges and shortcomings

Government Perspectives

Shortcomings: According to BoFED, the most serious shortcoming has to do with the loose relationship they have with the ChSA. Our informants held that the Agency does not seem to be willing to support us while we are working its work. Though it has once given us training we actually initiated the programme. We organized a workshop covering all the expenses and invited someone from the agency to give us the training.

They also mentioned the fact that the Bureau has no budget for monitoring and evaluating NGOs’ performances and has to rely on the cooperation of the latter. But there is little cooperation on the part of the NGOs to avail the necessary expenses (per diem) and vehicle for the purpose.

Challenges. The most common challenges include: Some NGOs are so irresponsible that they disappear without taking the necessary precondition to ensure that the beneficiaries are not in danger. Many NGOs also often fail to abide with the 70/30 guideline.

CSOs’ Perspectives

All interviewees from individual NSAs and participants of FGDs were asked about the challenges they face.

Challenges

At the top of the list was the challenge related to the 70/30 guideline of the CSP. While the problem is not with the allocation of 30% of the total budget to admin cost, though this by itself may not be fair as it is advantageous to bigger NGOs that mobilise big budget. But, the most illogical aspect, according to these informants, is the inclusion of baseline study, monitoring and evaluation, capacity building costs, etc. as admin cost.

- Government agencies mandated to oversee NGOs activities tend to see them in terms of programme/project life rather than as a long lasting partner organisation. The designation of NGOs as “gap-fillers” does not imply development partnership, or has negative connotation

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125 It is noteworthy that our informants from other Bureaus have also mentioned this “reluctance to cooperate” of NGOs as one of the challenges they often face. However, the NGOs say that since costs for evaluation and monitoring is categorised as admin cost, they are often constrained from doing regular monitoring of their projects, and they hardly afford to invest on mid-term and terminal evaluations, leave alone to cover expenses of monitoring and evaluation exercises of several government sector bureaus they work with.

126 However, our informant stated “since some issues concerning the guideline are ambiguous even for us, we often tolerate such misdemeanour”

127 An NGO that manages a hundred million birr annual budget will have 30 million (2,500,000 a month) for admin cost, while the one that manages one million, would have 300,000 birr (25,000 birr a month)
• For smaller NGOs, getting access to funds from big donors is said to be difficult
• Although the regional governments encourage the works of NGOs, some government offices show negative attitudes and resentment towards them. Some government representatives view CSOs as rivals or critics of their works.
• Even worse is that the general public is made to develop negative attitudes towards NGOs. Particularly, the serial TV drama “Gebena” has portrayed the sector in a far reaching harmful way.
• Inaccessibility of ChSA: The Agency’s office is currently situated in Addis Ababa and it is expected to serve all the NGOs in the country. It doesn’t so far show the tendency to delegate some of its mandates to the BoFEDs. NGOs are compelled to come to Addis Ababa not only for renewal of licenses, but for each and any appeal they may have to make. The process often takes long and taxes the NGOs a lot of money. Yet, the money spent for such cases is considered administration cost, which should be within the limits of the 30/70 rule.
• Arbitrary interpretation of the CSP – the same article in the proclamation may be interpreted in two different ways for two different NGOs, which makes the interpretation arbitrary and unjust
• The high turnover of government staff and frequent changes in the civil service structure disrupts communication and continuation of pre-planned activities of CSOs.

Shortcomings:

• Most NGOs fail to forge a viable working relationship with the government sectors for collaborative partnership.
• Some NGOs are found to be irresponsible to the extent that they disappear without a trace, before the end of the project
• Some NGOs start work with small money and overstretch themselves

13.8 Recommendations

1. NGOs are compelled to come to Addis Ababa not only for renewal of licenses, but also for each and any appeal they may have to make. This incurs costs: finance and time. ChSA can bring about the change by delegating some of its mandates to the BoFED.
2. Government authorities should get adequate training on how the CSO sector operates and should get rid of negative attitude towards CSOs. ChSA should also train BoFED and other line bureaus so that arbitrary interpretation of the CSP is avoided. Sector offices of the region, especially BoFED should be capacitated in relation to improving their documentation system and institutional memory.
3. The 70/30 rule is viewed by many NGOs as counterproductive since it prohibits making intervention well designed, well monitored, and hence effective and efficient, by
considering budgets allocated for baseline studies, monitoring and evaluation as admin
cost. The government should expand its recent amendments of the rule to include
expenses for these activities.

4. The restriction on institutional IGA schemes should be relaxed to allow NGOs/Networks
generate income locally, which will lay the basis for long term self-reliance.

5. NGOs should diversifying their thematic areas of intervention, by involving in less
addressed problem areas such as environment.

6. NGOs should abide by the law (should sign operational agreement with BoFED – and not
bypassing regional sector offices to work with lower level units such as schools, health
facilities, kebeles, etc.

7. NGOs should also have proper offices at regional level, attend meetings such as GO-
NGO Forums, and timely submit their annual and audit reports.

8. The funding approaches of CSFII, CSSP and ESAP II should continue and other donor
agencies and Intermediary INGOs should follow the example.

9. NGOs should exhibit more commitment and dedication to establishing and sustaining
networks (consortia) and developing the culture of collaboration. Already established
Networks should be strengthened to engage in training and capacity building, advocacy
and policy dialogue.

10. The guideline that adversely affect the establishment and sustainability of Networks
should be reconsidered.
14. Gambella Region

14.1 Introduction: Brief description of the Gambella region

The Gambella Region is one of the nine national regional states in Ethiopia. It is located in the southwestern part of the country. It is bordered with Oromia to the North and East, SNNPR to the South, and the South Sudan to the West. The region is divided into three zones (namely, Anuak, Majang and Nuer) and 13 woredas. Gambella Town, the capital of the region, has its own independent administration, answerable to the region. The 13 woredas are:

1. Abobo, Dimma, Gambella, Gog, and Jor (in Anuak Zone)
2. Akobo, Jikawo, Lare, Makuey, and Wanthoa (in Nuer Zone)
3. Godere and Mengesh (in Majang Zone)
4. Itang Special woreda accountable/answerable to the Region

According to the 2007 national census, the population of Gambella Region was 306,916 (CSA 2008:80), and the total area of the region is estimated at 29,783 km². The 2007 census report reveals that the Nuer Zone was the largest in terms of population size (112,552) followed by the Anuak Zone (99,830). The Anuak Zone is reported to be the largest in terms of land size followed by the Nuer Zone. Therefore, the Majang Zone is the smallest in terms of population size and land area. The residents of Gambella Region belong to four indigenous groups (Nuer, Anuak, Komo and Opo) and migrant highlanders with different ethnic backgrounds. Most of the highlanders live in Gambella woreda, Itang Special woreda and Gambella Town.

The mainstay economy of the region is agriculture and livestock production. Moreover, riverine fishing, horticulture, apiculture, gold mining, and trade represent less developed subsidiary sources of income for a small proportion of the population. As stated later in detail, non-state actors have been trying to exploit such local opportunities to improve the lives of people in the region. Gambella Region is known for hosting refugees from South Sudan. During the write-up of this report (September 2014), there were over 189,500 South Sudanese refugees. The influx of refugees into the region attracted numerous international organisations and resources. However, very few of these organisations support the host population.

Civil Society Organisations in Ethiopia tend to concentrate in Addis Ababa and the central regions such as Oromia, SNNPR and Amhara. Gambella is one of the regions in Ethiopia with the lowest number of CSOs. Of the total of 3,077 CSOs registered with the Federal Charities and Societies Agency, only 20 were operating in the region in 2014. Of the total 59 local civic organisations registered with the Bureau of Justice, only 12 renewed their licenses in 2014. In Gambella Region, cooperative societies and micro and small enterprises represent the majority of NSAs. The NSAs operating in the region have been making valuable contributions.

The present study was carried out in Gambella town, the capital of the region, employing qualitative research methods: intensive interviews with 22 key informants, one focus group discussion (9 participants), a feedback workshop (22 participants), and document reviews. Relevant government officials and experts and representatives of non-state actors participated.
only in the interviews and the feedback workshop, while representatives of the various NSAs took part in the focus group discussion as well.

14.2 NSA numbers and typologies

14.2.1 NSA numbers

**NSA Numbers**. NSAs operating in Gambella Region obtained their licenses from different government agencies, namely, Charities and Societies Agency, Bureau of Justice (BoJ), Marketing and Cooperatives Agency (MCA), and Micro and Small Enterprises Agency (MSEA). The number of NSAs registered by the various agencies are indicated in the table below.

Table 31: NSA numbers by registration agencies and functional status, Gambella Region

<table>
<thead>
<tr>
<th>Registration Agencies</th>
<th>NSAs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Charities and Societies Agency</td>
<td>20</td>
</tr>
<tr>
<td>2 Bureau of Justice</td>
<td>12</td>
</tr>
<tr>
<td>3 Marketing Cooperatives Agency</td>
<td>779</td>
</tr>
<tr>
<td>4 Micro and Small Enterprises Agency</td>
<td>588</td>
</tr>
<tr>
<td>5 Bureau of Trade</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1400</strong></td>
</tr>
</tbody>
</table>

As indicated in the table above, the number of NSAs registered with MCA and MSEA are more than those registered with ChSA and BoJ, and it is such business oriented NSAs (rather than the NGOs) that seem to dominate the NSA landscape in Gambella. Of the 1170 functional NSAs in the region, 97.3% is constituted by cooperatives and MSEs. Based on ChSA records, 271 CSOs are expected to operate in Gambella Region. However, only 20 of them signed operational agreements with BoFED and launched programmes. The 20 CSOs belong to the following categories: Ethiopian Resident Charity (11), Foreign Charity (6), Ethiopian Charity (1), and Consortia (2).

In addition to these 20 federally registered CSOs, some six of the civic organisations registered with the BoJ also signed operational agreements with BoFED. However, as stated later in some detail, most regionally registered NSAs lacked financial resources to launch programmes. According to informants, lack of resources discouraged them from signing operational agreements with BoFED, and the inability to launch programmes also discouraged them from seeking renewal of their registration. Perhaps this is the reason why 47 NSAs failed to renew their registration in 2014.

Some sector offices (e.g., BoWCYA, BoLSA, etc.) and some NSAs (e.g., women’s and youth federations and associations) registered with BoJ have been helping the establishment of numerous other forms of associations at town and woreda levels. For example, the Bureau of Women, Children and Youth helped the establishment of 94 women’s IGA associations. Likewise, the Gambella Women’s Federation, the Gambella Women’s Association, the
Gambella Youth Federation, and the Gambella Youth Associations helped the formation of numerous lower level entities without formal registration. While the IGA associations are registered with MSEs to qualify for loan from micro finance institutions, the town/woreda level federations and primary associations operated without registration. The following table shows the number of various associations established with the help of certain promoters.

Table 32: NSAs established with the help of other NSAs, Gambella Region

<table>
<thead>
<tr>
<th>Type of NSA</th>
<th>Number</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Town/woreda level women’s federations</td>
<td>14</td>
<td>Not registered</td>
</tr>
<tr>
<td>2 Town/woreda level women’s associations</td>
<td>14</td>
<td>Not registered</td>
</tr>
<tr>
<td>3 Women’s IGA associations</td>
<td>94+</td>
<td>Registered with MSEs</td>
</tr>
<tr>
<td>4 Girls Club</td>
<td>4</td>
<td>Not registered</td>
</tr>
<tr>
<td>5 Town/woreda level youth federations</td>
<td>14</td>
<td>Not registered</td>
</tr>
<tr>
<td>6 Town/woreda level youth associations</td>
<td>14</td>
<td>Not registered</td>
</tr>
<tr>
<td>7 Youth IGA associations</td>
<td>38</td>
<td>Registered with MSEs</td>
</tr>
<tr>
<td>8 Youth Clubs</td>
<td>32</td>
<td>Not registered</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>102</strong></td>
<td></td>
</tr>
</tbody>
</table>

Note. There are numerous other unregistered community-based organisations.

14.2.2 NSA typologies

In terms of typology, based on the date presented above, the NSAs operating in Gambella Region can be grouped into five major categories as follows.

1) Charity organisations
   a) Regional charity organisations
   b) Ethiopian charity
   c) Ethiopian resident charity
   d) Foreign charity

2) Mass-based and development associations
   a) Women’s associations
   b) Youth associations
   c) Development associations

3) Business-based membership organisations
   a) Cooperative societies
   b) Micro and small enterprises
   c) Chamber of commerce

4) Interest-based and rights advocacy membership organisations
   a) Regional membership organisations
b) Professional associations  
c) Trade unions  

5) Community-based organisations (largely unregistered)  
   a) Indigenous cooperative arrangements  
   b) Community care coalition (emerging trend)  
   c) Self-help groups (emerging trend)  
   d) Youth clubs  
   e) Girls’ Clubs  

14.2.3 Reflections on some selected CSOs  

One of the purposes of this study is to examine the functional status of certain CSOs such development associations, faith-based organisations, rights organisations, and networks.  

**Development associations.** In Gambella Region, there are ethnic-based development associations (e.g., Ethiopian Nuer Development Associations, Majang Development Association, etc.) are reported to operate in their respective constituencies. No region-wide development association exists. Although detailed data are lacking, the research team’s impression is that the ethnic-based development associations are not yet vibrant and resourceful like their counterparts in other regions.  

**Faith-based organisations.** Two types of faith-based organisations operated in Gambella Region. The first type relates to some eight locally registered church organisations purely focusing on religious works (hence, not the focus of this study). The second type refers to very few federally registered religious organisations with development wings (e.g., the Ethiopian Evangelical Church Makane Yesus Development and Social Service and the Ethiopian Catholic Church Development Coordination Office) engaged in development and service provision. Though few in number, these organisations are reported to be making remarkable contributions in terms of addressing social problems and meeting development needs.  

**Rights organisations.** Apart from the mass-based organisations, the research team came across four rights advocacy organisations in Gambella Region, namely, Gambella Women Lawyers’ Association (GWLA), Gambella Region Persons with Disabilities Association (GRPwDA), Gambella Town Elders Association (GTEA), and Vision Ethiopian Congress for Democracy (VECOD). GWLA is regionally registered civic organisation, while VECOD is a federally registered Ethiopian Charity. GWLA was established in 2002/3 with the objective to advocate for women’s rights, ensure women’s access to justice, and promote women’s participation in economic, political and social affairs of the region. So far, the association conducted a few awareness raising events with groups of women, and helped a couple of women in accessing justice and fair trial. GWLA does not have office and lacked financial resources to implement its goals. VECOD, which secured Birr 5,400,064 from the Ethiopian Social Accountability ProgrammeII is reported to have worked on good governance issues. GRPwDA (which has office) and GTEA (which lacked office) have not done anything yet for lack of funds.
Networks. There aren’t many networks in Gambella Region. The only active consortium in Gambella Regions seems to be the ‘Network of HIV Positive People’s Association in Gambella’ (NGP+). Other networks that used operate in the region (e.g., Poverty Action Network in Ethiopia) are no longer active. Some of the networks that expressed interest (during their registration with ChSA) to work in the Gambella Region never arrived.

14.3 Geographic and thematic distribution of CSOs and their projects

14.3.1 Geographic Distribution CSOs

In terms of administrative division, as indicated in the introduction, the Gambella Region has three zones, 13 woredas, and the capital town. Generally, very few CSOs operated in Gambella Region when compared to the number of such organisations in other regions. There exist some concentration of CSOs in the regional capital and more accessible areas such as Godere. The overall zonal distribution of CSOs seems to be fairly even, while the woreda distribution is characterized by significant variability.

The zonal and woreda distribution of cooperatives and MSEs is not even. Proportionally, the Nuer Zone (the most populous area) has the lowest number of cooperatives and micro and small enterprises. Woredas without a single cooperatives and MSEs and/or with the lowest numbers are found in this zone. Gambella town (the capital and largest town in the region), Dimma woreda (the gold mining area), Itang Special woreda (largely inhabited by the 1980s highland settlers), and Godere woreda have highest number of cooperatives and MSEs. Data are lacking on the concrete reasons for the zonal and woreda discrepancy of cooperatives and MSEs distributions. Authorities need to investigate the reasons and take appropriate action to promote the development of micro and small enterprises in the region. The following table shows the distribution of CSOs, cooperatives, and MSEs by administrative divisions.
Concrete data are lacking on the projects of all categories of CSOs operating in Gambella Region. Hence, this section focuses on the distribution of the 50 projects run by the 26 CSOs. Most CSOs in Gambella Region focus on health and HIV/AIDS, education, care and support (especially for children), and agriculture and livelihoods. The number of CSOs working on other issues such as the environment, energy, youth, public service delivery, access to justice, property rights, nutrition, entrepreneurship, investment, etc. and are rather insignificant or none existent.

### 14.3.2 Thematic distribution CSO projects

Concrete data are lacking on the projects of all categories of CSOs operating in Gambella Region. Hence, this section focuses on the distribution of the 50 projects run by the 26 CSOs. Most CSOs in Gambella Region focus on health and HIV/AIDS, education, care and support (especially for children), and agriculture and livelihoods. The number of CSOs working on other issues such as the environment, energy, youth, public service delivery, access to justice, property rights, nutrition, entrepreneurship, investment, etc. and are rather insignificant or none existent.

<table>
<thead>
<tr>
<th>Zone</th>
<th>Woreda</th>
<th>Non-State Actors</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>CSOs</td>
<td>Cooperatives</td>
<td>MSEs</td>
<td></td>
</tr>
<tr>
<td>Annak</td>
<td>1 Abobo</td>
<td>6</td>
<td>58</td>
<td>39</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2 Dimma</td>
<td>3</td>
<td>214</td>
<td>55</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3 Gambella</td>
<td>6</td>
<td>38</td>
<td>15</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4 Gog</td>
<td>3</td>
<td>41</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td></td>
<td>5 Jor</td>
<td>2</td>
<td>4</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sub-total</td>
<td>20</td>
<td>355</td>
<td>135</td>
<td></td>
</tr>
<tr>
<td>Nuer</td>
<td>6 Akobo</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td></td>
<td>7 Jikawo</td>
<td>3</td>
<td>0</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>8 Lare</td>
<td>6</td>
<td>18</td>
<td>36</td>
<td></td>
</tr>
<tr>
<td></td>
<td>9 Makuey</td>
<td>4</td>
<td>9</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td></td>
<td>10 Wanthoa</td>
<td>7</td>
<td>16</td>
<td>16</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sub-total</td>
<td>23</td>
<td>43</td>
<td>70</td>
<td></td>
</tr>
<tr>
<td>Majang</td>
<td>11 Godere</td>
<td>9</td>
<td>88</td>
<td>43</td>
<td></td>
</tr>
<tr>
<td></td>
<td>12 Mengesh</td>
<td>5</td>
<td>36</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sub-total</td>
<td>14</td>
<td>124</td>
<td>53</td>
<td></td>
</tr>
<tr>
<td></td>
<td>13 Itang Special woreda</td>
<td>7</td>
<td>28</td>
<td>115</td>
<td></td>
</tr>
<tr>
<td></td>
<td>14 Gambella Town</td>
<td>10</td>
<td>229</td>
<td>215</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td></td>
<td>779</td>
<td>588</td>
<td></td>
</tr>
</tbody>
</table>

Table 34: Thematic distribution of CSO projects, Gambella Region

<table>
<thead>
<tr>
<th>Thematic Fields</th>
<th>CSO Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Health and HIV/AIDS</td>
<td>13</td>
</tr>
<tr>
<td>2 Education and training</td>
<td>9</td>
</tr>
<tr>
<td>3 Care and support</td>
<td>7</td>
</tr>
<tr>
<td>4 Agriculture and Livelihoods</td>
<td>6</td>
</tr>
<tr>
<td>5 Water and sanitation</td>
<td>4</td>
</tr>
<tr>
<td>6 Others (democracy, environment, energy, youth, etc.)</td>
<td>5</td>
</tr>
<tr>
<td>7 Integrated development</td>
<td>5</td>
</tr>
<tr>
<td>8 Environment</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>50</td>
</tr>
</tbody>
</table>

Source: BoFED, 2014

14.3.3 Major activities undertaken

The major activities undertaken by CSOs in Gambella Region focus on the following themes:

1. Health, especially HIV prevention often supported by international and local organisations registered with ChSA and BoJ;
2. Education, especially orphan care and education, the provision of school supplies and other support to other needy children, adult education, construction of schools, provision of skills training, etc. implemented by CSOs registered with ChSA and BoJ;
3. Care and support for children, especially for OVC/HBC provided by CSOs registered with ChSA and BoJ;
4. Agriculture and horticulture, especially to improve livelihoods, implemented by CSOs, cooperatives, and MSEs;
5. Non-farm income generation activities, especially to empower women economically and create job opportunities for the youth, implemented CSOs, cooperatives, and SMEs;
6. Natural resource, especially land use, environment protection, and wildlife protection through collaboration between some CSOs and sector offices; and
7. Rights issues especially, enhancing the political participation of women, ensuring women’s access to justice, and awareness raising on the rights of children implemented by few mass-based associations and some CSOs.

14.4 Resource mobilisation and beneficiaries

In this section attempts are made to examine the capacity of NSAs to mobilise financial, human, and other resources to implement their projects thereby contributing to the development efforts of the country. The three categories of NSAs that have the capacity to mobilise financial resources are Ethiopian resident charities, INGOs, cooperative societies, and micro and small enterprises. Other NSAs such as mass-based associations and other interested-based organisations demonstrated capacity to mobilise human resources through voluntary service schemes.
CSOs. As of December 2013, according to BoFED sources, 26 CSOs implemented 50 projects with a total budget of Birr 901,530,206, and an estimated 827,837 people are reported to be the project beneficiaries. The main source of CSO income is donor support. Income generation activities, membership contributions, private donations, and public collections seem to play insignifiant or no role in term of generating CSO income in the region. The donor funds, often secured on competitive basis, are channelled to Gambella through international and local NGOs. During the interviews with different CSOs, the focus group discussion, and the feedback workshop, it became evident that donor funds are rather inaccessible to NSAs registered with BoJ. Many of such small and little known local organisations seem to lack access to donors and/or the capacity to produce project proposals that could pass rigorous scrutiny. Hence, the Ethiopia resident charities and Foreign charities seem to dominate the CSO landscape and activities in the region. The region has also attracted numerous international NGOs supporting the South Sudanese refugees. Some informants expressed their concerns that the flow of resources only to the refugees (and not to the local communities bearing the heavy burden of hosting them) might cause tension and conflict in the area.

Cooperatives. As of August 2014, some 416 cooperative societies that were established between 2009/10 and 2013/14 are reported to have accumulated more than Birr 23,240,725 capital. The current capital could be greater than this figure because increments over the years have not been computed. The annual increments of cooperative societies and their capital are indicated in the table below.

Table 35: Number and capital of cooperatives in Gambella Region by year, 2009/10 – 2013/14

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2009/10</td>
<td>416</td>
</tr>
<tr>
<td>2010/11</td>
<td>369</td>
</tr>
<tr>
<td>2011/12</td>
<td>310</td>
</tr>
<tr>
<td>2012/13</td>
<td>262</td>
</tr>
<tr>
<td>2013/14</td>
<td>134</td>
</tr>
</tbody>
</table>

Source: MCA, 2014

Micro and Small Enterprises. The records of Gambella Region’s Micro and Small Enterprise Agency reveal that a total of 655 MSEs have been organized between 2011 and August 2014, and a total of Birr 813,005 was disbursed to 39 MSEs in loan. According to the annual statistical magazine of the Federal Micro and Small Enterprises Development Agency (2014:17), the savings of MSEs in Gambella Region for the period of 2010/11 – 2012/13 was Birr 1,887,417.05. The MSEs continue to increase steadily in the last four years and, according to informants, the demand for loan service is on the rise. The mismatch between loan demand and loan service is explained (by authorities) in terms of lack of funding supply. In 2008/9, the

128 Note that the figure about the beneficiaries is highly exaggerated due to multiple counting. As stated earlier, in 2007, the population of Gambella Region was only 306,916 (CSA 2008:80).
129 Of the total 655 MSEs, 588 were functional during the research period (August 2014). The remaining MSEs may have ceased to operate or may have graduated to become private businesses or cooperative societies. The 588 functional MSEs were constituted by 6933 members (4374 Male and 2559 Female).
government allocated the initial capital - Birr 300,000. Since then, the savings of MSEs, loan interest, and NGO funds earmarked for certain beneficiaries constituted the supply side.

Table 36: MSEs by year and engagement sectors in Gambella Region, 2010/11 – 2013/14

<table>
<thead>
<tr>
<th>MSE Engagement Sectors</th>
<th>Year</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2010/11</td>
<td>2011/12</td>
</tr>
<tr>
<td>1 Manufacturing</td>
<td>4</td>
<td>15</td>
</tr>
<tr>
<td>2 Construction</td>
<td>6</td>
<td>12</td>
</tr>
<tr>
<td>3 Service</td>
<td>17</td>
<td>21</td>
</tr>
<tr>
<td>4 Trade</td>
<td>9</td>
<td>32</td>
</tr>
<tr>
<td>5 Urban Agriculture</td>
<td>2</td>
<td>12</td>
</tr>
<tr>
<td>Number of MSEs</td>
<td>38</td>
<td>92</td>
</tr>
</tbody>
</table>

Source: MSEA, 2014

Mass-based associations and CSOs working on HIV/AIDS. Interviews with representatives of Women’s Federation and Youth Association and organisations working on HIV/AIDS revealed that shortage of financial resources are compensated for through voluntary services and active membership participation. Many of such organisations lacked budget to pay salary for individuals working at leadership positions and in offices. Hence, the required office services were given free of charge or for nominal fee out of commitment for the organisations. Likewise, members and volunteers were called upon to help with the implementation of CSO activities. An informant (representative of Gambella Women’s Federation) noted that with minimum input from the government (such as offices, stationery, and logistics), they have been engaged in massive organisational and sensitization activities, which were executed successfully. Likewise, an informant involved in care and support project stated that many HIV/AIDS programmes were being implemented with volunteers for a small payment as a token of appreciation.

14.5 Contributions to national development and democratisation

One of the contributions of CSOs in Gambella may be explained in terms of the economic and political empowerment of women. Many women are reported to be participating in many farm and non-farm income generating activities such as agriculture, horticulture, fishing, selling different products (e.g., food, grass, firewood, etc.), embroidery, etc. They have been supported to engage in these activities through organisation into groups/associations, provision of skills training, financial support (e.g., revolving fund), provision of operational space, creation of market access, etc. It is reported that many women’s groups/associations benefited from these projects and improved their lives, while some failed.130

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130 The absence of business culture (especially group business), the culture of sharing (which contradicts with selling), lack of market opportunities, lack of operational space, among others, contributed to the failure of some women’s groups.
The role played by women’s and youth associations in terms of organizing numerous primary associations at grassroots level and sensitizing their members on issues related to rights, health, and political and economic empowerment of citizens deserve mention. In the absence of many viable rights advocacy organisations operating in the region, the role of the mass-based associations remains indispensable. However, they lack financial resources and qualified experts for the task. Moreover, they are engaged in human rights advocacy and critical issues of good governance and democratisation. Therefore, the independence of these associations from the political influence of the government is yet to be established to enhance their credibility.

The campaign against HIV infection and spread has been high on the agenda of many CSOs operating in Gambella. The alarmingly high infection rate (13%) in parts of the region has posed a serious challenge for state and non-state actors alike. Hence, renewed commitment of CSOs against the pandemic is expected in the years to come.

14.6 Collaboration

Non-state actors are expected to collaborate with state actors (SAs), with each other through their networks or other means, with the private sector, with the donors, and with their constituencies. This section sheds light on these four levels of interaction and collaboration. Data are lacking on the nature of the relationships between the CSOs and their constituencies.

14.6.1 Relation between state actors and non-state actors

All formally registered NSAs are related to certain state actors in one way or another. The requirements for registration, appraising projects, signing agreements, and conducting monitoring/evaluation necessitate interaction between the state and the non-state actors. As a matter of fact, different sector offices in Gambella Region reported to be collaborating with numerous CSOs. Most of the links were on-going, while few others were on formative or phase-out stage. However, there was no GO-NGO forum and BoFED has taken the initiative to establish one (following the recent experience-sharing mission to Southern Nation, Nationalities and People’s Region). The Bureau of Health, after repeated efforts, managed to establish a forum for all organisations (including CSOs) working on health in Gambella Region.

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131Vision Ethiopian Congress for Democracy (VECOD), a grantee of ESAP 2 and CSF II, seems to be the only rights advocacy organisation with financial resources to implement a project on consolidating democracy.
Table 37: SA-NSA collaboration, Gambella Region

<table>
<thead>
<tr>
<th>Sector Offices</th>
<th>Number of Partner CSOs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Bureau of Finance and Economic Development</td>
<td>26</td>
</tr>
<tr>
<td>2 Bureau of Health</td>
<td>27&lt;sup&gt;132&lt;/sup&gt;</td>
</tr>
<tr>
<td>3 Bureau of Labour and Social Affairs</td>
<td>10</td>
</tr>
<tr>
<td>4 Bureau of Women, Children, and Youth Affairs</td>
<td>8</td>
</tr>
<tr>
<td>5 Bureau of Agriculture and Rural Development</td>
<td>6</td>
</tr>
<tr>
<td>6 Bureau of Education</td>
<td>4</td>
</tr>
<tr>
<td>7 Bureau of Culture</td>
<td>2</td>
</tr>
</tbody>
</table>

Source: Adapted from different sector offices, 2014

However, the depth and breadth of SA-NSA relations vary enormously. It appears that there are four categories of NSAs with different degree of proximity to the state actors. The first category consists of mass-based societies (i.e., women’s and youth associations), which were established with the help of the government agencies. Such organisations were provided with offices, office supplies, and logistics, and that they work closely with the relevant sector offices in community organisation/mobilisation. Mass-based associations seem to share the state ideology and directly participate in the implementation of government policies/strategies (hence, less independent).

The second category of NSAs consists of cooperative societies, MSEs and other business-related organisations, which were promoted by both the state and the non-state actors as part of the poverty reduction and development strategy. Government institutions would like to see them flourish, and therefore provide support to ensure their success. For example, the regional government earmarked Birr 12,000,000 for creating opportunities for organized youth groups to engage in productive activities, support themselves, and contribute to development. The SA-NSA relationship in the context of cooperatives and MSEs is based on business principles rather than political commitment, and this enabled the NSAs to maintain relative independence.

NSAs established by local inhabitants or long-term residents of the Gambella Region are perceived (by authorities) as dependable and committed partners to work with. Some of such organisations were provided with offices (for free or nominal fees) and land to launch business activities (e.g., farming) so that they could achieve their goals. Personal knowledge about the local NSAs and the commitment of their leadership to bring about change in the region seems to have contributed to the trust and confidence building.

The last category consists of CSOs arriving in Gambella Region with registration licenses from the federal ChSA. The relationship between the government authorities and non-local CSOs is characterized by reservation, cautious interaction, and lack of openness. Regional authorities seem to be interested in understanding the objectives and commitment of NGOs, their ability to deliver as promised, and their strategies to make projects sustainable.

<sup>132</sup> In 2014, the Bureau of Health identified that 37 organisations were working on health and health-related issues in Gambella Region. Hence, the Bureau recently managed to establish a joint forum of organisations working on health in the region. Of the total 37 actors, 27 are reported to be CSOs.
14.6.2 Relations among non-state actors

Ideally, non-state actors are expected to interact and collaborate with each other to avoid duplication of activities, coordinate efforts and resources, learn lessons, share experiences, and support one another in the execution of common goals. The reality on the ground in Gambella Region is far from the ideal scenario most likely due to the following three reasons:

1. First, there exists no official requirement or expected norm that NSAs should coordinate their activities and collaborate on common goals. The decision for cooperation is left to the individual actors, who often strive to fulfill the self-interests of individual NSAs, sometimes to the extent of overlooking and downplaying the benefits of cooperation.

2. Second, the consortia that were expected to serve as platforms for CSO networking seem to be failing to deliver what is expected of them due to the legal restriction in the context of the 70:30 rule. The only active consortium that provides a platform for the interaction of its members is the Network of HIV Positive People's Association in Gambella.

3. Finally, the recent CSO law (Proclamation No. 621/2009) forbids the networking and collaboration of CSOs belonging to different categories. For example, Ethiopian charities/societies are not allowed to network with Ethiopian resident charities/societies apparently to avoid indirect flow of resources. There is no clear regulation on the networking of federally registered CSOs and those registered at the regional level.

14.6.3 Relation between CSOs and the private sector

The link between NSAs and the private sector can be expected to take different forms. Some NSAs in Gambella Region have taken an active part in the process of creating a favorable environment for business activities. For example, CSOs helped their beneficiaries to engage in income generating activities (e.g., agriculture, horticulture, fishing, bee keeping, gold mining, and selling goods) and form micro and small enterprises. With the intention to facilitate loan services, some CSOs deposited funds with the microfinance institution to be accessed by their beneficiaries. Although few NSAs may have benefited from private donations, there is no indication that the NSA sector in Gambella Region benefited from cooperation with or flow of resources from the private sector (other than pure business transactions). Some CSOs are planning to launch institutional IGAs (e.g., farming) as part of domestic resource mobilisation. The link between non-state sector and the private sector may increase in the future as the former gets into commercial activities.

14.6.4 Relation between NSAs and donor agencies

Some NSAs (e.g., international NGSOs and Ethiopian Resident Charities) have access to donor agencies and funding resources, while most rights advocacy organisations and regionally registered NSAs (including mass-based associations) lacked access to funding agencies due to the exiting regulatory restrictions. Donor requirements and rigorous scrutiny (e.g., on the quality of proposals, track record of managing donor funds, etc.) seem to have discouraging effects on small local NSAs with limited capacities. In this regard, the CSF II and CSSP are considered as more accessible and their approach is praised as empowering. This is because their support (e.g.,...
training and funds) reached some of the small and low-capacity CSOs directly or indirectly through other partner organisations.

14.7 Operational challenges and limitations

Challenges

- Lack of access or inadequate access to funding agencies due to regulatory impediments and strict donor requirements. Consequently, many CSOs could not realise the goals that they set in their establishment documents.
- Lack of furniture, office, space/land to operate (the concern of some CSOs), which rendered many CSOs extremely weak and hopeless.
- Lack of strong policy commitment to engage with CSOs and support their efforts and initiatives (e.g., financially, materially, technically, etc.). The 70:30 rule is restrictive and discourages CSOs to operate in remote regions/locations.
- Lack of coordination of activities and monitoring/supervision of CSO works to duplication efforts, wastage or resources, and ensure proper implementation.

Limitations

- Lack of concerted efforts and lack of knowledge on the part of some CSOs to mobilise resources domestically. Instead, many exhibit heavy dependency on donors or heavy expectation from the government.
- Lack of organisational, technical, and professional competence on the part of some CSOs to accomplish their tasks or achieve their goals.
- Lack of an active and regular forum for SA-NSA, NSA-NSA, NSA-donor, and NSA-private sector interaction and collaboration to resolve problems.
- Failure, on the part of some NSAs, to submit report on time, renew their registration, and comply with the rules and regulations.

14.8 Emerging trends

14.8.1 Emergence of new forms of NSAs

Cooperative societies and MSEs are regarded as new forms of social organisations in Gambella Region. Due to the support extended to them by both government agencies and CSOs, the two institutions seem to be spreading throughout the region fairly quickly. During the research period, UNICEF and BoLSA were promoting yet another form of NSA called Community Care Coalition. The Gambella Children and Community Development Organisation (a locally registered civic organisation) has been trying to promote the Self-Help Groups (SHGs) approach. The Gambella Women’s Association and the Gambella Youth Association have plans to organize kebele level primary associations based on age and gender. Youth clubs, girls’ clubs,
IGA associations, and the like further contributed to the proliferation of community-based organisations in the region.

**14.8.2 Innovative approaches**

Apart from the cooperative societies and micro and small enterprises, other NSAs tend to rely on other entities for their survival. Mass-based associations often depend on government agencies for offices, office facilities, logistics, etc. Ethiopian resident charities and INGOs normally rely on donor funds to attain their goals. In Gambella Region, there are indications that some NSAs from both categories are exploring domestic resource mobilisation strategies. Agriculture, horticulture, apiculture, livestock production, and natural resource extraction (minerals and forest products) are being targeted as areas of business intervention for both institutional and beneficiaries IGAs. Representatives of two CSOs reported to have secured farmland from the government, while many other noted the implementation of beneficiaries IGA in the area of horticulture, fishing, gold mine, masonry, sand extraction, oil production, catering food/drinks, and other business activities.

The principle of domestic resource mobilisation has also been employed to mobilise volunteers for NSA activities. As stated earlier, women’s and youth associations as well as CSOs working on HIV/AIDS seem to be promoting the culture of voluntary services among citizens.

**14.8.3 Hard-to-reach groups/NSAs**

According to key informants (local residents), women, OVC/HVC, persons with disabilities, and the elderly often lack proper attention and effective mechanisms to address their interests and concerns. These sections of the Gambella population may be described as hard-to-reach marginalised groups. Until recently, they have not be represented by organisations or associations committed to serve their interests. There exist few CSOs working on the empowerment of women and the care and support of disadvantaged children. Given the scale of the challenges in the region, the efforts of such organisations need to be strengthened and expanded. The concerns of persons with disability and the elderly have not been addressed. The research team came across only two regionally registered disability organisations and one association of the elderly in the entire Gambella Region. These three Gambella-based organisations lack financial resources, manpower, organisational capacity, and space to launch any programme in the name of the people that they represented.

**14.9 Recommendations**

1. The Ministry of Federal Affairs and the Council of Representatives should revise the IGA provision to encourage the emerging CSO initiatives to engage in farming, extraction, and other income generation activities as domestic resource mobilisation strategy.

2. Donors should enhance the capacity of NSAs (e.g., through training on grant writing and financial management), and relax the strict proposal scrutiny (or pursue special and inclusive funding approach) to reach out to regional, small, and hard-to-reach CSOs.

3. The Charities and Societies Agency should review some of the regulatory provisions
(e.g., the 70:30 rule and the network guideline) with the view to creating enabling environment and enhancing the contribution of CSOs to development efforts. CSOs working in emerging and remote regions should be given preferential treatment.

4. Rights advocacy CSOs need special attention from the government and donors. The Ministry of Federal Affairs and the Council of Representatives should review the 90:10 rules to improve their access to foreign funds. Meanwhile, the current CSF II and ESAP 2 programmes should be extended and expanded to reach more rights advocacy CSOs.

5. Create forum for SA-NSA, NSA-NSA, NSA-donor and NSA-private sector collaboration to avoid duplication efforts, wastage of resources, and ensure proper M&E activities.

6. Provide support (e.g., financial, training, etc.) to enhance the organisational, technical, and professional competencies of NSAs.
15. Harari Region

15.1 Introduction: Overview

Harari People's National Regional State is one of the nine ethnically-based regional states of Ethiopia, covering the homeland of the Harari People. It has the smallest land area of the Ethiopian regional states. Harar is its capital.

Based on the 2007 Census report, Harari has a total population of 183,415, of whom 92,316 were men and 91,099 women. This region is the only one in Ethiopia where the majority of its population lives in urban area: 99,368 or 54.18% of the population are urban inhabitants. With an estimated area of 311.25 square kilometres, the estimated density of Harari is 589.05 people per square kilometer.

Major ethnic groups in the region include the Oromo (56.41%), Amhara (22.77%), Harari (8.65%), Gurage (4.34%), Somali (3.87%), Tigray (1.53%) and Argoba (1.26%).

Major languages spoken in Harari are Oromiffa (56.84%), Amharic (27.53%), Harari (7.33%), and Somali (3.70%). Islam is the religion with the highest number of believers (68.99%), followed by Ethiopian orthodox Christianity (27.1%), Protestantism (3.4%), and Catholicism (0.3%). Followers of other religions account for 0.2%. The region has 19 urban kebeles and 17 rural kebeles. The region, in general, and the town of Harar in particular, has been suffering from lack or acute shortage of safe drinking water until recently.

Economically, the population is engaged predominantly in farming, civil service and commerce. Sorghum, maize, khat, coffee, orange, mango are among major agricultural products. However, the Harari economy is predominantly dependent on the growing, packaging and transportation of khat, as is the people’s social life and psychological wellbeing.

While the economic benefit mainly goes to the exporters and traders, and much less to the farmers, khat as an addictive substance has serious side effects on the lives of the entire population. Thus, those who chew on daily basis would find it economically difficult to purchase their daily fix, as is the case for most drug addicts. Moreover, in some cases, khat is believed to entail mental impairment, despite the common claim that it is a mild substance. The relatively large number of mentally ill people roaming the town of Harar and its environs is attributed to khat addiction.

The Mapping Exercise

As part of the National NSA Mapping Update study, a fieldwork was conducted in Harari region in which it was attempted to know the number and typology of NSA operating in the region, their preferred thematic and geographic areas of intervention, the extent to which they are trying to reach the hard to reach segments of the society, their overall contribution to the region’s development endeavors, and the most common challenges they encounter. The data collection method employed was qualitative method with different data collection techniques. These
included Focus Group Discussion (FGD), Key Informant Interview (KII), and Acquisition of Secondary Data.

Accordingly, 12 individuals from government Bureaus and 7 individuals from the NSA sector were interviewed, and one FGD was conducted involving representatives of 7 NGOs. Moreover, various documents were collected mainly from relevant government bureaus. Finally, a validation workshop was conducted involving representatives of government and non-government offices that partook in the study. The result of the study is presented below.

15.2 NSA Number, typology, thematic areas and geographic distribution

15.2.1 Number and typology of NSA

According to our informants from Harari BoFED, there are about 33 NGOs operating in the Region. This number is nowhere near to the one in the document we obtained from the ChSA (360). The NGOs in Harari are predominantly Resident Charities. All, but three, Resident Charities (Ethiopian Youth Network, Yeshama Birihan PLHIV Association, and Darul Hijira [Care for] Orphan Children), are registered with the ChSA in Addis Ababa, but have signed operational agreements with the region’s BoFED and other relevant sector Bureaus. There are no Ethiopian Charities operating in the region.

The regional BoJ has also registered several informal local organisations such as *iddirs*, *afocha*, and other interest and mutual support groups as Charities or Societies following the Charities and Societies Proclamation (CSP).

However, most of the traditional self-help or mutual assistance institutions *iddirs*/funeral associations, or community-based organisations (CBOs), seldom engage in any development work to be categorised as development actors, though they have been legally registered as Ethiopian societies by the BoJ. Thus, though 201 such institutions are registered in Harari, and most of them are presumed to still exist, the regional BoFED and other Bureaus do not consider any of them as development actors proper and hence do not sign agreements with them.

Table 38: Types of NGO Currently Active in Harari Region

<table>
<thead>
<tr>
<th>Type of Charities</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Resident Charities</td>
<td>29</td>
</tr>
<tr>
<td>2 Foreign Charities</td>
<td>4</td>
</tr>
<tr>
<td>3 Ethiopian Charities</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>33</td>
</tr>
<tr>
<td>1 Faith Based Resident Charities</td>
<td>5</td>
</tr>
<tr>
<td>2 Faith Based Foreign Charities</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: Regional BoFED, 2014
15.2.2 Reflections on selected NSAs

Regional Development Associations: There is one RDA in Harari, as is the case in every other region (except the two city administrations). This ethnic-based association was established in the early 1990s as Harari Development Association (HARDA). According to our informant, the nomenclature HARDA was not seen as most appropriate among some ethnic conscious Hararis since Harari region is not only multi-ethnic, but also the non-Harari groups constitute the overwhelming majority (91.35%) of the population.

Accordingly, it was renamed (Harari) Samti, which means union/cooperation in Harari language. The usage of the Harari language was believed to indicate that the association exclusively belongs to the Harari ethnic group. But this does not last long and the association was again renamed as Harari Abadir Development Association, some four years ago. The reason for the last renaming is not clear to my informant, though he is a native Harari. Nonetheless, he assumes that the addition of the name “Abadir” seems to still imply that the association is of the Harari ethnic group. The Association has started to involve in development activities, though it is not as active and strong as its counterparts in Oromia, Amhara and Tigray regions. The thematic areas of its intervention are OVC, and youth development, and it is working in collaboration with the regional youth associations (building their capacities) as well as afochas and iddirs. It also gives considerable attention to the preservation of the heritages of Harar town, particularly focusing on rejuvenating its numerous mosques and taking care of other historical places. In its engagement in the latter activities, it has succeeded to solicit financial and other supports from the Harari Diaspora.

Interestingly, the Tigray Development Association (TDA), the Amhara Development Association (ADA), and Southern Ethiopian Peoples Development Association (SEPDA), have their branch offices in Harar. This is probably attributable to the fact that these Associations believed to have considerable number of potential members owing to the multi-ethnic nature of the town.

Faith-based organisations. Five of the Resident Charities operating in Harari are Faith based Organisations (FBOs). These are: Harar Emanuel Baptist Church, Harar Emanuel United Church, Harar Lutheran Church, Harar Muluwongel Amagnoch Church, and Darul Hijira Orphan Children Project. All the FBOs are engaged in the effort to address children’s problems from varying perspectives. While all work on poor and vulnerable children, Darul Hijira specifically focuses on orphan children. The latter also works on social accountability activities (improvement of public services). Nonetheless, the amount of annual budget these organisations managed is said to be very small, often less than a million Birr, though the detail is not provided in the BoFED document.

Mass-based Associations. As is common throughout the country, there are Mass-based organisations in Harari. Harari Women’s Association and Harari Youth Association are the major. Both are engaged in different interventions, especially in the prevention and control of HIV aimed at reducing the vulnerability of women and the youth that are believed to be most at
risk. While these associations have good relationship with all government bureaus, they have particularly, closer relationship with BoWCYA, which provides them with various supports including office facilities. They have also good relationship with the regional Development Association, which is reported to donate money to them for their involvement in development activities, which focus on helping OVC and poor women. Owing to this relationship with government line bureaus, and the Regional Council, most people do not see the mass-based associations as Non-state entities.

**NGOs working on Governance, Advocacy and Rights.** There are no Ethiopian Charities operating in Harari, and hence there is no NGO working on advocacy, democratisation, human rights, and governance, proper. However, NGOs funded by ESAP II are working on improving public services (Social Accountability), which is believed to have some elements of governance. Although the mass-based and/or interest group organisations are reported to be engaged in promoting the rights of their members, it is hard to infer that they are working on rights issue or advocacy in the complete sense of the term. Even if ESAP II funded activities may succeed to improve public service provisions, and establish accountability of government offices, on the one hand, and may enable the public demand their rights on the other, there seems to be no possibility of linking this grassroots activity to higher level policy dialogue and advocacy, to be considered as contributing to the democratisation process per se.

**15.2.3 Networks**

Harari Regional HIV Positive People Charitable Associations Network, Ethiopian Youth Network Harari Branch, Ethiopian Women Association, and Consortium of Christian Relief and Development Association (CCRDA) are the main Networks in Harari. The Ethiopian Youth Network and Ethiopian Women Association and the Regional HIV Positive People Charitable Associations Network support their member organisations, which are almost always involved in interventions of HIV prevention and control and OVC care and support. The Networks are not involved in activities that were supposed to be their primary responsibilities and duties, such as training and capacity building, advocacy and policy dialogue.

**15.2.4 Non-charity NSA**

The number of non-charity NSA, such as Micro and Small Enterprises and Cooperatives has increased tremendously since 2008. It is because the government has created more enabling environment for the emergence and growth in number of these business oriented enterprises. It was possible to learn that there are 287 cooperatives.

The regional micro and small enterprises coordination office is mandated with the task of organizing unemployed people mainly women and youth, and helping them get appropriate skills development and starting capital to engage in income generating activities. Accordingly, about 400 MSEs are reported to have been organized, in five major business categories.
Table 39: MSEs in Harari

<table>
<thead>
<tr>
<th>Region</th>
<th>Type of Business</th>
<th>Number of Enterprises</th>
<th>Capital</th>
</tr>
</thead>
<tbody>
<tr>
<td>Harari</td>
<td>Construction</td>
<td>199</td>
<td>47,489,168</td>
</tr>
<tr>
<td></td>
<td>Manufacturing</td>
<td>81</td>
<td>10,561,179</td>
</tr>
<tr>
<td></td>
<td>Service</td>
<td>58</td>
<td>3,775,148</td>
</tr>
<tr>
<td></td>
<td>Trade</td>
<td>47</td>
<td>3,006,700</td>
</tr>
<tr>
<td></td>
<td>Urban Agriculture</td>
<td>11</td>
<td>1,532,500</td>
</tr>
<tr>
<td></td>
<td>Others</td>
<td>2</td>
<td>42,000</td>
</tr>
<tr>
<td></td>
<td><strong>Total</strong></td>
<td><strong>398</strong></td>
<td><strong>66,406,695</strong></td>
</tr>
</tbody>
</table>

Source: Harari Micro and Small Enterprises Coordination Office

On the other hand proliferation of different types of cooperatives is observed as shown in the Table below. The Cooperatives Development Section within the Regional Bureau of Trade, Industry and Investment, is responsible for coordinating and assisting the establishment and functioning of cooperatives.

Table 40: Currently Active Cooperatives in Harari Region

<table>
<thead>
<tr>
<th>Type of cooperative</th>
<th>No. of Cooperatives</th>
<th>Members</th>
<th>Capital</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>M</td>
<td>F</td>
</tr>
<tr>
<td>Saving and Credit (urban)</td>
<td>122</td>
<td>1802</td>
<td>2840</td>
</tr>
<tr>
<td>Saving and Credit (Rural)</td>
<td>47</td>
<td>105</td>
<td>5544</td>
</tr>
<tr>
<td>Consumers (Urban)</td>
<td>11</td>
<td>2657</td>
<td>3918</td>
</tr>
<tr>
<td>Quarry (Rural)</td>
<td>18</td>
<td>630</td>
<td>27</td>
</tr>
<tr>
<td>Integrated</td>
<td>38</td>
<td>4226</td>
<td>830</td>
</tr>
<tr>
<td>Quarry (Urban)</td>
<td>36</td>
<td>924</td>
<td>92</td>
</tr>
<tr>
<td>Environmental Protection</td>
<td>15</td>
<td>1618</td>
<td>217</td>
</tr>
<tr>
<td>(Rural)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>287</td>
<td>11962</td>
<td>13468</td>
</tr>
</tbody>
</table>

Source: Harari Bureau of Trade Industry and Investment, Cooperatives Development section

15.3 Thematic areas

The thematic areas of intervention among the majority of NGOs in Harari have been the prevention and control of HIV&AIDS and childcare, though there are some that focus on Livelihood, Health, Education and WASH. However, it was possible to learn from FGD participant NGO representatives, that new areas of interventions are being observed as of recent times, since some NGOs have started working on environment, the improvement of prison situations and care for the elderly. One NGO is also working on “improving family relations”, which involves mediation and reconciling of family members, particularly solving conflicts between married couples.
A report presented at the Go – NGO Forum by the regional BoFED in August 2014, contains more or less complete data (thematic area of intervention, allocated budget, partner Bureau, etc.) of only 16 NGOs that are said to have submitted their reports for the Ethiopian fiscal year 2006 as required. It listed only the names of the remaining NGOs. The 16 NGOs are reported to have invested 45,140,360.87 for the same fiscal year 2006\(^\text{133}\). It then stated that the total number of NGOs active in the region is “about 30”.

But, another document we secured from the resource mobilisation section of the same Bureau has a list of 33 NGOs, with their thematic areas of intervention, but without referring to the partner sector bureau and the amount of budget they managed. According to this latter document only six NGOs are working on Education. However, still another document obtained from the Bureau of Education lists 20 organisations to be working with it, though two of them (GEQIP and One WASH) were not NGOs, but programmes, and one was the multilateral organisation, UNICEF. The reason for the discrepancy is assumed to be the fact that one NGO works with several Bureaus but the BoFED might have registered only one of the interventions or only one of the partner Bureaus.

It should be noted that there is an inevitable overlapping in some thematic areas. For example, an NGO working on Family Planning is also working on women and may be registered as either or both, or one that is reported to be working on Education, may be working on creating access to education of poor children, which means it is also working on children. An NGO that works on HIV prevention may be listed as working on youth, on women, or on PLHIV, or on OVC.

Our attempt to determine the main thematic areas of intervention based on the documents obtained from different sources (as well as focus group discussion with NGO representatives) gave the following picture:

Table 41: Number of NGOs and their thematic areas of intervention, Harari Region

<table>
<thead>
<tr>
<th>Issues and Targets of intervention</th>
<th>No. of NGOs working on the Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td>RH/FP</td>
<td>3</td>
</tr>
<tr>
<td>Health including HIV</td>
<td>11</td>
</tr>
<tr>
<td>Children (OVC)</td>
<td>14</td>
</tr>
<tr>
<td>Women</td>
<td>11</td>
</tr>
<tr>
<td>PwD</td>
<td>2</td>
</tr>
<tr>
<td>Education</td>
<td>17</td>
</tr>
<tr>
<td>WASH</td>
<td>2</td>
</tr>
<tr>
<td>Elderly</td>
<td>2</td>
</tr>
<tr>
<td>Environment</td>
<td>1</td>
</tr>
<tr>
<td>Prison</td>
<td>1</td>
</tr>
<tr>
<td>Family arbitration</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: Regional BoFED and other sector Bureaus

\(^{133}\text{We learnt later from another document that the total budget for the fiscal year was 114 million}\)
15.4 Contribution of NSA

15.4.1 Contribution to the region’s development and the GTP

Informants from BoFED and other line bureaus depicted that despite the fact that the amount of money most NGOs could secure is meagre, and the life span of the project they run is short, they undoubtedly contribute to the economic development of the region and the country at large.

It is worth mentioning that the amount of money mobilised by the NGO sector in Harari is by far smaller than is the case in other regions - 264 Million Birr for the next 5 years. The Budget for the 2006 Ethiopian fiscal year (2013/2014) was 114 million Birr.

Some Important Activities Implemented by 16 NGOs as reported by BoFED include:

1. Provision of potable water
2. Tertiary level education opportunity for more than 625 students in the fields of agriculture, manufacturing, electrical engineering and mechanical engineering
3. Construction of several schools with all the facilities, equipment and furniture, and training of staff, etc.
4. Support for more than 2200 vulnerable children in terms of shelter, healthcare, food & education
5. Awareness raising on HIV & related issues to more at risk community members
6. Provision of healthcare, family guidance education and service
7. Education and material support for more than 75 disabled children

However, FGD participants pointed out that, in several cases, the fund they could secure is small that the project life ends by the time the ground work for launching the development activity is accomplished and full-fledged work should have started. Thus, the intervention of only a handful of NGOs, which mobilise bigger amount of fund, can bring about sustainable changes.

As an informant from BoFED pointed out, of the 43,000,000 Birr allocated by 16 NGOs, 30,000,000 Birr is allocated by one NGO, while the rest managed the remaining 10,000,000 Birr. Some invest a budget of only 300,000 or less. And he asks, “What kind of sustainable development work could be accomplished with a 300,000 birr budget and a project life of 10 or 12 months?”

15.4.2 Contribution in terms of innovative approach

In the education sector the support for OVC, especially the school feeding programme is innovative approach that proved itself to be very effective in improving children’s school performance and reducing dropout rates. Nutritional status is a powerful influences on a child’s learning and on how well a child performs in school. The irregular school attendance of malnourished children is one of the key factors in poor performance. Even temporary hunger, common in children who are not fed before going to school, can have an adverse effect on
learning. Children who are hungry have more difficulty concentrating and performing complex
tasks, even if otherwise well nourished.

School Feeding Programme (SFP) is one of several interventions that addressed some of the
nutrition problems of school-age children. SFP is reported to have led to better performance,
fewer repeated grades and reduced drop out. It is also a motivating factor for poorer parents to
enroll their children in school and to see that they attend regularly.

IGA schemes (running school cafeteria) are also started in several schools, the income from
which is invested on supporting students from very poor households.

Nonetheless, some informants had their reservations concerning the innovativeness of NGO’s
interventions. For example our informant from BoFED noted, “Interventions on some new issues
are not very common. For example, the indigenous plants on the hillsides of Hakim Gara, many
of which are believed to be medicinal, are on the verge of distinction, but no NGO works on such
issues.”

15.5 Collaboration
15.5.1 Collaboration among NSA

Representatives of NGOs admitted that there is no collaboration among them to the extent that
they hardly know anything about one another’s activities and approaches, which they said, is
missed opportunity. They would have gained a lot from one another’s experiences- both from
successes as well as failures/shortcomings.

Yet, all these informants strongly believed in the importance of networking and collaboration.
Networking, according FGD participants and other informants from the NGO sector, is not only
for the purpose of getting funds, but for mutual support, experience sharing and getting their
voices heard.

However, several factors, including the 70/30 rule, are constraining the establishment and
maintaining of formal Networks. Moreover, the rule that prohibits membership in more than one
Consortium or in a consortium established by charities/societies other than those that belong to
one’s category, is found to be another constraining factor.

Nonetheless, some level of coordination is observed among CSOs working on the prevention and
control of HIV focusing on most at risk segments of the population such as commercial sex
workers, Bajaj drivers, etc. (OSSA, Wiseup, Pro-Pride, Mulu MARPS, FGAE, and PLHIV
Associations),

According to these informants, CSSP’s programme grant is also contributing significantly in
terms of bringing together new and weaker NGOs and teaming them up with stronger and more
experienced ones.
**15.5.2 Relation between State Actors (SA) and NSA**

Given that all NGOs are obliged to work with government sector bureaus, they have a working relationship, with State Actors (SA). However, the degree and type of relationship differs based on the nature of the NGO, and to a certain extent, the individual in charge of the specific government bureau.

It is commonplace to hear NGOs complaining that Government bodies see most Mass-based Associations as trustworthy partners, while they view other NGOs very cautiously. Some government officials see that closer relationship with PLHIV Associations is harmless, though some of such associations might not be immune of deeds that are considered as unethical or illegal. According representatives of some NGOs, the discrimination often comes from higher level officials, who know little about the works of the CSO sector on the ground.

As is the case in almost all regions, even in Harari, where there are no remote woredas, the relationship between CSO and government bodies is much better at woreda and lower level administrative units, where actual implementation of projects takes place. The reason is said to be that, unlike higher level officials, government people at grassroots level have intimate knowledge about what the CSOs are actually doing.

Although there are some forums at Regional levels, usually chaired by BoFED, created to bring representatives of both sides together so as they can discuss issues of mutual concern, share experiences and know each other better, the forums are seldom effectively used.

On the part of the government, there is an accusation that NGOs almost always fail to attend Go – NGO forum and other similar meetings, in which they would have set forth encountered problems and sought solutions. The NGO people on the other hand complain that the government people do not use the forum for the actual purpose it was established.

Moreover, while the objective of the meetings is claimed to be not only to share experiences, but also to discuss encountered problems that need immediate solutions, the Bureaus, even the BoFED, have no decision making power and hence could not give solutions to identified problems. So the meeting is only good for passing of new directives as already said.

Nonetheless, some interesting trend seems to be in the making. The BoWCYA has created appreciable working relationship with some NGOs other than the so called “government affiliated associations”, based on performance and integrity. For example, Harari BoWCYA gave the Harari branch of Positive Action for Development (PAD) an office free of rent and other supports.

**15.5.3 Relation between NSAs and the private sector**

Working relationship between NGOs and the private sector is uncommon. Even relation between the business related NSA such as MFI, Chambers of Commerce, etc. and the NGO sector is a very rare phenomenon. However, some new trends seem to be emerging concerning the latter.
Some Business oriented NSA are approaching the Charity organisations and donors seeking financial and technical support.

For example, the Harari Chamber of Commerce and Sectoral Association is working with INGOs including BBV and HKF, the donation from which is invested on training of representatives from the Bureau of Trade and Industry and Bureau of Finance (Revenue section) related to tax administration, as well for production of several kinds of manuals and booklets.

It also got an innovative grant from CSSP for launching a radio programme through Harar FM station in order to raise the awareness level of the business community on issues related to taxation, and the advantage of being member. Furthermore, it organizes forums for “best business idea competition” in which the business community, especially young entrepreneurs, would participate, again with financial support it secures from NGOs.

15.6 Local resource mobilisation

Resource mobilisation from local sources includes Public Collection, Contribution of Members, Individual donations and running Institutional IGA schemes. Informants from the NGO sector were asked whether they are generating funds using all or some of these approaches. The answer, in a nutshell, was negative.

Though there are some “NGOs” that are favoured by the government and hence are supported to secure funds through public collection or membership contribution, others do not have this opportunity. Private donation to charity organisations is not practiced mainly because lack of the culture of giving to charities, but also due to poverty. Harari Abadir Development Association is the only NSA that is raising funds from members’ contribution as well as private donation, especially from the Harari Diaspora.

Although the CSP has allowed NSA to engage in IGA schemes, many did not want to engage afraid of the constraining provisions in the directive issued following the CSP. Thus the Resident Charities operating in Harari are totally dependent on foreign aid.

Accessing foreign aid is also getting increasingly difficult. For example some NGOs that have been receiving financial support from Islamic organisations and Arab countries complained that such funds are no longer available, or have significantly reduced, because the donors have shifted their attention to the Arab Spring countries, or Syria, or Iraq. The only domestic source some NGOs got funds from, are therefore, ESAP II and EU-CSF II.

This is of course notwithstanding the fact that some mass-based organisations use volunteer service from members, especially at leadership levels, which could be considered as locally secured resource.

While there are no Ethiopian charities in Harari, some Ethiopian Societies registered under the BoJ depend on membership contributions. Since these organisations have seldom salaried employees, and very little other expenditures, the membership contributions may suffice to cover their expenses.
15.7 Focus on hard-to-reach

There are no communities that could be said geographically hard to reach or socially marginalised groups in Harari. Yet, most of the NGOs are working on OVCs and PLHIVs, which are categorised as hard-to-reach. It is also encouraging to see that at least one NGO is currently working on prisoners. Besides the attempt to improve the prison environment by installing some facilities such as showers, and the like, the NGO has assisted the prisoners to establish a cooperative with a capital of 100,000 Birr. It has also trained several prisoners in various technical and vocational skills. The idea is that inmates (the members of the cooperatives) would be self-reliant while they stay in the prison, and would have saleable skills and/or starting capital to engage in small business when they are discharged.

However, very little is being done to address other hard to reach target groups such as the Aged, PwD, Juvenile delinquents, Street children, etc. Though the Regional BoLSA is responsible to deal with problems of the Elderly, Street children, People with Disabilities, Juvenile Delinquents, and poor women from Women Headed Households, it doesn’t seem to be working as expected.

The reason as presented by the bureau is that “funds it used to get previously, have been channelled to the BoWCYA, following the restructuring of the offices in which the latter became mandated to handle the problems associated with children and youth, though the cases of street children, the elderly (including elderly women) trafficking in persons (including child trafficking), child labour, etc. still remain under the BoLSA”.

The restructuring has some unclear aspects which donors hardly understand. Although the BoWCYA is officially mandated to handle issues related to children, few donors know that the cases of street children, child prostitution, child labour, trafficking in children, etc. are still under the mandate of BoLSA. Probably most people are aware, only of the case of adoption to be under BoLSA. The Bureau is thus under acute budget problem. The representative of BoLSA stated, “It is very disturbing for the conscience to see several helpless old people and street children queuing in front of your office asking for help, but not to be able to do anything. You won’t have the courage even to tell them why you could not help them.”

Only few local NGOs are supporting it. It thus expressed its gratitude to such NGOs including Engida Children’s Welfare association, which is supporting 50 elderly (giving 200 birr per person per month); Elshadi Development Agency, which trained 247 street children and Abhra Bahta Care for the Elderly. Our informant also pointed out that there is a big, well equipped, Workshop and Training Centre for the PwD, which is now dysfunctional due to shortage of money. This, he said, is a big wastage. An informant from BoFED agreed to the latter assertion when he said, “Problems that have typical City nature are not being addressed”. NGOs working on Mentally Impaired and Addicts are almost non-existent, though mental impairment, often associated with khat addiction is pervasive in the town.
15.8 Challenges and limitations

Challenges and Shortcomings – Government Perspectives

The major challenges identified by BoFED and other Bureaus are:

- Capacity gap both on the part of government bureaus and NGOs is negatively affecting the effectiveness and efficiency of development activities
- The inability or unwillingness of ChSA to assist BoFED execute the responsibility bestowed on it by the former

Limitations or shortcomings identified by the same bodies also include the following:

- Lack of commitment on the part of government bureaus to follow up and assist NGOs or to take rectifying measures when things are found to be on the wrong track
- Failure of some NGOs to submit annual and audit reports, or submitting late and not standardized reports
- Failure of NGOs to attend meetings and discussion forums such as the GO-NGO forum
- Some NGOs are stubborn in that they would rather go back to Addis or any other region than trying to make their projects fit to the regional context
- Some NGOs are irresponsible and do not abide by the agreement they signed with BoFED or other sector bureaus or by the rule of the Agency
- Some NGOs working on Education start work with school directors without the knowledge of the Education bureau or even the woreda Education Office, and without signing of operational agreement with the former. Similarly, some NGOs work with health facilities bypassing the BoH
- Some NGOs do not have office in the region, or have a one man office - with personnel that know little about the project or the NGO it claims to represent
- Weakness of sector Bureaus in terms of resource mobilisation – the common trend is seeking the donation of NGOs and Multi- bi-lateral organisations, while community focused resource mobilisation is underplayed

Challenges and shortcomings – NSA Perspective

The main challenges on the part of NGOs are:

- Shortage of budget (inability to solicit adequate amount of funds, which means too short project life to bring meaningful change in the lives of beneficiaries, or lack of capacity to develop project/programme proposals and compete with more strong NGOs)
• The negative effects of the 70/30 guideline that constrains NGOs to regularly monitor their projects, conduct mid-term and terminal evaluations to see the impacts the project brought about and also to meet donor demands.

• For some NGOs that have been receiving financial support from Islamic organisations and Arab countries - the funds are no longer available, or have significantly reduced, because the donors have shifted their attention to the Arab Spring countries, Syria or Iraq.

• Budget pledged by some donors is not released timely.

The limitations include:

• Failure to try soliciting domestic resources exhaustively and creatively

• Failure to work in collaboration with fellow NSA in order to strengthen their position and raising their voices louder

• Inability to make the best out of what is there (the reality on the ground)

• Failure to diversify their funding sources and the thematic areas of their interventions (observing least addressed social problems and design intervention plans accordingly)

**Recommendations**

1. NGOs need be able to establish baseline data, regularly monitor their projects, conduct mid-term and terminal evaluations to see the impacts their projects brought about, and also to meet donor demands. These crucial activities are constrained because of the 70:30 directive. The government should consider revising the CSO law in the interest of all stakeholders (beneficiary communities, NGOs, donors and the government)

2. Government authorities should get extensive training on how the CSO sector is doing things and get rid of negative attitude towards CSOs and avoid damaging the latter’s images in society. Networks, donors, and ChSA could plan and execute such trainings

3. NGOs and Networks should work exhaustively and creatively to be able to solicit domestic resources. Diversifying their thematic areas of intervention, by involving in less addressed problem areas such as environment, would also help enhance the possibility of diversifying their sources of fund

4. NGOs should learn to work in collaboration with fellow NSA in order to strengthen their position and raising their voices louder. Rules that adversely affect the establishment and sustainability of Networks including the rule that prohibits membership in more than one Consortium or in a consortium established by charities/societies other than those that belong to one’s category, the rule that constrains IGAs, etc, should be reconsidered and amended

5. NGOs should be resilient and perseverant and should be able to work within the given environment while struggling to create more enabling one
6. Networks should be strengthened to engage in training and capacity building, advocacy and policy dialogue
7. Donors should see to it that budgets pledged to NGOs by them be released timely
16. Oromia Region

16.1 Introduction: Brief description of the region

Oromia is the largest regional state in Ethiopia in terms of population size and land area. It bordered with Somali Region to the East; the Amhara, the Afar, and the Benishangul-Gumuz Regions to the North; South Sudan, Gambella Region, and Southern Nations, Nationalities and Peoples Regions (SNPPR) to the West; and Kenya to the South. According to the latest national census report, the total population of the region is 27,158,471 (CSA 2008), and now estimated to exceed 32 million. The total land area of Oromia Region is estimated at 284,538 sqm. The mainstay economy of Oromia Region is agriculture, while livestock production and non-farm activities remain important livelihood strategies for many people in the region. Administratively, Oromia Region is divided into 18 zones, 303 woredas, 12 towns with zonal status, and 5690 kebeles.

Zones in Oromia Region

1. Arsi
2. Bale
3. Borena
4. Finfine Surrounding
5. East Hararge
6. East Shoa
7. East Wollega
8. Guji
9. Horo Guduru
10. Illubabor
11. Jimma
12. Kellem Wollega
13. Noerh Shoa
14. Southwest Shoa
15. West Arsi
16. West Hararge
17. West Shoa
18. West Wollega

According to the records of the ChSA, 1406 CSOs expressed commitment to operate in Oromia. CSOs registered with ChSA are expected to sign operational agreements with the Bureau of Finance and Economic Development (BoFED) or lower level offices accountable to BoFED. However, in 2014, BoFED recognised operational agreements of only 241 CSOs. It appears that the overwhelming majority of CSOs that expressed commitment to operate in the region actually did not arrive. However, the region seems to have hundreds of thousands of NSAs registered with different regional agencies: Bureau of Justice, Bureau of Women and Children, Bureau of Trade and Industry, Marketing and Cooperative Agency, and Micro and Small Enterprises Agency. In addition, certain registered NSAs (e.g., mass-based associations) helped the establishment of tens of thousands of primary associations at zonal, woreda and kebele levels.

The study was undertaken in Finfine (Addis Ababa), the capital of Oromia Region, Adama, Mojo, and Bishoftu areas employing qualitative research methods: intensive interviews with 23 informants, focus group discussion with 10 participants, feedback workshop (attended by 29
participants), and document reviews. Relevant government officials/experts and representatives of non-state actors participated in the interviews and the feedback workshop, while the NSA representatives took part in the focus group discussion too.

16.2 NSA numbers and typologies

16.2.1 NSA numbers

Non-state actors operating in Oromia Region obtained (or can obtain) their licenses from different government agencies, namely, Charities and Societies Agency (ChSA), Bureau of Justice (BoJ), Bureau of Labour and Social Affairs (BoLSA), Bureau of Women and Children (BoWC), Marketing and Cooperatives Agency (MCA), and Micro and Small Enterprises Agency (MSEA). The numbers of NSAs registered by these agencies are indicated in the table below.

Table 42: NSA numbers by registration agencies and functional status, Oromia Region

<table>
<thead>
<tr>
<th>Registration Agencies</th>
<th>NSA Registered</th>
<th>Beneficiaries/Members</th>
</tr>
</thead>
<tbody>
<tr>
<td>Charities and Societies Agency</td>
<td>241</td>
<td></td>
</tr>
<tr>
<td>Bureau of Justice</td>
<td>26</td>
<td></td>
</tr>
<tr>
<td>Bureau of Labour &amp; Social Affairs</td>
<td>28,312</td>
<td></td>
</tr>
<tr>
<td>Bureau of Women &amp; Children</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Marketing &amp; Cooperative Agency</td>
<td>6658</td>
<td>584,098</td>
</tr>
<tr>
<td>Micro and Small Enterprises Agency</td>
<td>247,066</td>
<td>1,251,231</td>
</tr>
<tr>
<td>Bureau of Trade</td>
<td>21</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>282,324</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: Adapted from different sector offices, 2014

In terms of numbers, cooperative societies, micro and small enterprises, and community-based *iddir* associations dominated the NSA sector in Oromia. On the other hand, charity and civic organisations registered with ChSA and BoJ are few in number. Some 1406 CSOs that registered with ChSA indicated Oromia as their operational area. Form the records of the Bureau of Finance and Economic Development (BoFED), it became apparent that the overwhelming majority of these CSOs do not operate in the region. The figure by the Bureau of Labour and Social Affairs (BoLSA) is relatively high because the charity and civic organisations were registered by zonal and municipal town administrations based on mandate from the Bureau.

As part of a national strategy, some regional organisations (namely, youth and women’s associations) helped the establishment of lower level primary associations in zones, *woredas* and *kebeles*. Oromia Women’s Association established 6000 primary associations. Likewise, Oromia Youth Federation is reported to have about 70,000 primary associations. This strategy helped them reach their members easily for awareness raising and other missions as well as for

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134 The current functional status of most NSAs could not be established for lack of updated data.

135 The figure is high because BoLSA gave the registration mandate to zonal and town level offices.

136 BoWCA passed its mandate to BoJ for the timebeing.
mobilizing voluntary services. The primary associations/federations do not have independent legal personality.

16.2.2 NSA typologies

The NSAs operating in Oromia Region can be grouped into five major categories as follows.

1) Client-based charity organisations
   a) Regional charity organisations
   b) Ethiopian charities
   c) Ethiopian resident charities
   d) Adoption
   e) Foreign charities

2) Mass-based societies and development associations
   a) Women’s associations
   b) Youth associations
   c) Development associations

3) Business-based membership organisations
   a) Cooperative societies
   b) Micro and small enterprises
   c) Chamber of commerce

4) Interest-based and rights advocacy membership organisations
   a) Regional membership civic organisations
   b) Ethiopian societies
   c) Ethiopian societies
   d) Professional associations
   e) Trade unions

5) Community-based organisations (largely unregistered)
   a) Indigenous cooperation frameworks
   b) Community care coalition (emerging trend)
   c) Self-help groups (emerging trend)
   d) Youth clubs, Girls’ clubs, etc.

16.2.3 Reflections on selected NSAs

In this sub-section, attempts are made to examine the functional status of certain CSOs such as development associations, faith-based organisations, rights advocacy organisations, and networks.

Development Association. Oromia Development Association, which was established in 1993, aims at mitigating the development problems of the region by mobilizing resources from
domestic and foreign sources. On its website, ODA reported to have invested more than 115 million Birr to implement hundreds of socio-economic development projects, which benefited more than 3 million people in the region. According to informants, there exist numerous more localized and community-based development associations throughout the region. ODA is reported to be working in close collaboration with the regional government.

**Faith-based organisations.** According to BoFED records, the development wings of more than 20 faith-based organisations operated in Oromia Region. These include Birhane Kristos Church's Charity Association, Berhane Wongel Baptist Church, Church of Christ Development Programme, Emmanuel United Church Development and Relief Association, Ethiopian Emmanuel Baptist Church Development programme, Ethiopian Addis Kidan Baptist Church Welfare and Development Association, Ethiopian Mulu Wongel Amagnoch Church Development Organisation, International Ethiopian Evangelical Church Development programme, Norwegian church Aid Ethiopia, Ye-Hiwot Brehan Church of Ethiopia Development, Ye- Ethiopia Misgana Wengelawit Betechristian Yelimat Ena Yebego Adraot Dirijit, Ethiopian Evangelical Church Mekane Yesus Development and Social Services Commission, Ethiopian Catholic Church Social and Development Commission, Ethiopian Orthodox Tewahido Church Development and Inter-Church Aid Commission, Ethiopian Assemblies of God Church Aid and Development Association, Ethiopian Gunet Church Development and Welfare Organisation, Ethiopian Muslims Relief and Development Association, Harvest Church of Goda Relief and Development Association, Lutheran Church Social and Development Association, Meseret Kristos Church Relief and Development Association, and Gospel Deliverance Church Children and Youth Help Association. While most projects of the faith-based organisations focused on childcare and child development, others implemented health and HIV, education and training, food security and livelihoods, and community development/empowerment projects.

**Rights organisations.** The BoFED record of active CSOs does not include federally registered Ethiopian charities and Ethiopian societies. However, the records of other registration agencies (e.g., BoLSA and BoJ) point to the existence of rights advocacy regional entities. The mass-based associations and associations of the elderly and persons with disabilities have the mandate to work on the rights of their members. However, these organisations lack experts and finance to accomplish their goals. As in other regions, the independence of women’s and youth associations to advocate for human rights and good governance is generally questioned.

**Networks.** Some 28 consortia registered with ChSA promising to operate in Oromia Region. Informants indicated that many networks used to work in the region. During the research period, however, the names of four networks (one of them regionally registered) repeatedly mentioned during the interviews and the focus group discussions. The whereabouts of the majority remained unknown (either they ceased to operate or they never started). The Consortia that are widely mentioned as functional include the Consortium of Christian Relief and Development Association (CCRDA), Network of Associations of HIV Positives in Oromia (NOPT),
Pastoralist Forum Ethiopia, and Network of Ethiopian Civil Society Organisation in Oromia (NECSOO). The recent decline in the number of consortia from the CSO landscape has been explained in relation to the 70:30 rule that reduced their role to fundraiser, giving up their crucial roles: provision of training, monitoring evaluation, experience sharing, etc.

16.3 Geographic and thematic distribution of CSOs and their projects
16.3.1 Geographic distribution of CSOs

Oromia Region has 18 zones and this sub-section examines the distribution of CSOs, cooperatives, and MSEs in these zones. The distribution of CSOs across the zones is uneven. Most CSOs (62.5%) are concentrated in seven central zones located in Shoa and Arsi areas, which are close to Addis Ababa. It appears that distance and accessibility factors (rather than felt needs of communities) dictated the selection of intervention sites. Representatives of CSOs explained the concentration of CSOs in accessible central zones in terms of regulatory impediment; lack of policy incentive to operate in remote locations; the presence of felt needs in the central zones; and pre-intervention needs assessment. Like the case with the CSOs, the distribution of cooperatives was not even either, as central zones have more cooperative societies than the remote zones (namely, Wolelga, Illubabor, Hararge, Borena and Guji).

Table 43: Zonal distribution of CSOs, cooperatives, and MSEs in Oromia Region

<table>
<thead>
<tr>
<th>Zones</th>
<th>CSOs Projects</th>
<th>Cooperatives</th>
<th>MSEs</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Number</td>
<td>Number</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>%</td>
<td>%</td>
</tr>
<tr>
<td>1 East Shoa</td>
<td>103</td>
<td>649</td>
<td>No data</td>
</tr>
<tr>
<td>2 Finfine Surrounding</td>
<td>74</td>
<td>155</td>
<td>No data</td>
</tr>
<tr>
<td>3 West Arsi</td>
<td>67</td>
<td>349</td>
<td>No data</td>
</tr>
<tr>
<td>4 West Shoa</td>
<td>62</td>
<td>439</td>
<td>No data</td>
</tr>
<tr>
<td>5 Arsi</td>
<td>51</td>
<td>904</td>
<td>No data</td>
</tr>
<tr>
<td>6 North Shoa</td>
<td>45</td>
<td>306</td>
<td>No data</td>
</tr>
<tr>
<td>7 South West Shoa</td>
<td>43</td>
<td>211</td>
<td>No data</td>
</tr>
<tr>
<td>8 Borena</td>
<td>42</td>
<td>382</td>
<td>No data</td>
</tr>
<tr>
<td>9 Jimma</td>
<td>40</td>
<td>366</td>
<td>No data</td>
</tr>
<tr>
<td>10 Illubabor</td>
<td>37</td>
<td>376</td>
<td>No data</td>
</tr>
<tr>
<td>11 Bale</td>
<td>35</td>
<td>451</td>
<td>No data</td>
</tr>
<tr>
<td>12 East Wollega</td>
<td>27</td>
<td>334</td>
<td>No data</td>
</tr>
<tr>
<td>13 East Hararghe</td>
<td>25</td>
<td>387</td>
<td>No data</td>
</tr>
<tr>
<td>14 West Wollega</td>
<td>15</td>
<td>281</td>
<td>No data</td>
</tr>
<tr>
<td>15 West Hararge</td>
<td>14</td>
<td>521</td>
<td>No data</td>
</tr>
<tr>
<td>16 Horo Guduru</td>
<td>12</td>
<td>136</td>
<td>No data</td>
</tr>
<tr>
<td>17 Gujii</td>
<td>10</td>
<td>217</td>
<td>No data</td>
</tr>
<tr>
<td>18 Kellem Wollega</td>
<td>10</td>
<td>194</td>
<td>No data</td>
</tr>
<tr>
<td></td>
<td>712</td>
<td>6658</td>
<td>No data</td>
</tr>
</tbody>
</table>

Source: BoFED, 2014
Source: MCA, 2014
16.3.2 Thematic distribution CSO projects

Detailed data are lacking on the projects of cooperatives, MSEs, and NSAs registered with BoJ. Therefore, this section focuses on the thematic distribution of some 491 on-going projects implemented by CSOs that signed operational agreement with BoFED. There were some 10 major sectors of CSO intervention in Oromia. More than one-third of the projects (34.6%) were devoted to addressing the concerns of children. Health and HIV (14.1%), education (13%), and integrated development (10.3%) represented the second, the third, and the fourth CSO priority intervention areas in the region. The target beneficiaries of CSO projects in Oromia included children (OVC, HVC, street children, poor school-age children), people living with HIV/AIDS, low-income households, farmers, and different communities.

Table 44: Thematic distribution of CSO projects, Oromia Region

<table>
<thead>
<tr>
<th>Sector</th>
<th>CSO Projects</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Children</td>
<td>170</td>
<td>34.6</td>
<td></td>
</tr>
<tr>
<td>2 Health and HIV</td>
<td>69</td>
<td>14.1</td>
<td></td>
</tr>
<tr>
<td>3 Education</td>
<td>64</td>
<td>13</td>
<td></td>
</tr>
<tr>
<td>4 Integrated Activities</td>
<td>51</td>
<td>10.3</td>
<td></td>
</tr>
<tr>
<td>5 Women</td>
<td>31</td>
<td>6.3</td>
<td></td>
</tr>
<tr>
<td>6 Water and sanitation</td>
<td>28</td>
<td>5.7</td>
<td></td>
</tr>
<tr>
<td>7 Livelihoods and Food Security</td>
<td>27</td>
<td>5.5</td>
<td></td>
</tr>
<tr>
<td>8 Environment</td>
<td>25</td>
<td>5.1</td>
<td></td>
</tr>
<tr>
<td>9 Community Development</td>
<td>15</td>
<td>3.1</td>
<td></td>
</tr>
<tr>
<td>10 Others</td>
<td>11</td>
<td>2.2</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>491</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

Source: BoFED, 2014

16.3.4 Major activities and key contributions

The major activities undertaken by CSOs in Oromia Region focus on the following thematic areas in descending order of importance (see the above table for projects numbers).

**Children.** Sample projects include: care and support for OVC, HVC, street children; support for out of school children; education for orphans and children with disability; rehabilitation of children with disability; complementary food to improve the nutrition of children; integrated development for needy children; preventing and controlling HIV infection among OVC, etc.

**Health and HIV.** Sample projects include: basic health care improvement; improving maternal and sexual reproductive health; promoting safe motherhood; improving health and nutrition of vulnerable women; integrated health projects; construction of health institutions and provision of medical equipment; etc.
Education. Sample education projects include: improving the leaning process and education management; improving the quality of pre-primary and primary education; pastoralist education projects; promoting education for disadvantaged groups; construction of schools and provision of school materials; etc.

Integrated development. Sample projects include: integrated rural development; integrated food security; integrated community rehabilitation; integrated approach to meet rural household energy needs; child-focused integrated community development; integrated education, care, support and empowerment programme for disadvantaged children and their care givers; etc.

Women and girls. Sample projects include: livelihood enhancement of women-headed households; livelihood improvement for unemployed girls; reducing violence and promoting post primary education of girls and college students; women’s livelihood enhancement and capacity building, etc.

Water and sanitation. Sample projects include: community-based integrated water, sanitation and hygiene; access to WASH, irrigation facilities and services; school wash supply, sanitation and hygiene education; etc.

Livelihood and food security. Sample projects include: green livelihood; livelihoods diversification for smallholder coffee farmers; reduction of drought impact and strengthening pastoralists livelihood project; strengthening marketing cooperatives; building resilient livelihood systems for pastoralist and agro-pastoralist communities; improving income of poor households through saving groups and value chain development approach; etc.

Environment and natural resource management. Sample projects include: integrated community-based natural resource management for climate change adaptation; improving agricultural and natural resource management practices; improving natural resource management; soil and water conservation; etc.

Community development. Sample projects include: strengthening productive capacity of communities; community-based education, health and water development; child and community development; integrated rural community development; etc.

Other projects. Sample projects include: integration of ICT in agriculture commodity value chain; promotion of farmers marketing competitiveness on agricultural value chains; disaster risk reduction and capacity enhancement; rehabilitation of PWD and mainstreaming disability in social and development; revolving funds through microfinance institutions; etc.

16.4 Resource mobilisation and beneficiaries
Some NSAs have the capacity to mobilise certain types of resources (e.g., finance) to cover programme and administrative costs. Others seem to be good in mobilizing human resources. In Oromia Region, certain charity organisations, international NGOs, development associations, cooperative societies, and micro and small enterprises managed to mobilise and generate a significant amount of financial resources from within the country and foreign sources. On the
other hand, mass-based associations and other organisations (e.g., those working on disability, elderly, and HIV/AIDS) demonstrated initiatives to mobilise human resources through voluntary services. This section attempts to examine the resource mobilisation and generation efforts of CSOs, cooperatives, and MSEs. Although concrete data are lacking, it is important to acknowledge that NSAs have create job opportunities for large number of citizens.

**Civil Society Organisations.** According to BoFED records, in 2014, the total budget of active CSOs implementing 491 projects in Oromia Region is Birr 11,939,630,929. Donor fund, often secured through grant proposal on competitive basis, represented the main source of the Ethiopian resident charities and international NGOs. Funds obtained through income generation activities, membership contributions, private donations, and public collections appeared insignificant. It seemed that rightsorganisations, networks, and charity/civic organisations registered with BoJ encountered challenges in accessing donor funds due to the 2009 CSO law that placed ceiling on the amount of foreign funds to be received.

**Cooperatives.** The total number of cooperatives in Oromia Region is estimated at 18,038. However, there exist no organized data to substantiate this claim. The Marketing and Cooperatives Agency of the region has systematically organized data for the last two years (2012/13 and 2013/14), and the 2012/13 data are reported to include statistics from previous years as well. Accordingly, 6134 cooperatives with 584,098 members operated in Oromia Region with a total capital of Birr 442,822,997.

Table 45: Cooperatives in Oromia Region by year and location

<table>
<thead>
<tr>
<th>Cooperative Details</th>
<th>Rural Coops</th>
<th>Urban Coops</th>
<th>Total</th>
<th>Members</th>
<th>Capital</th>
</tr>
</thead>
<tbody>
<tr>
<td>Until 2012/13</td>
<td>3803</td>
<td>736</td>
<td>4539</td>
<td>492,050</td>
<td>130,035,691</td>
</tr>
<tr>
<td>2013/14</td>
<td>1423</td>
<td>172</td>
<td>1595</td>
<td>92,048</td>
<td>312,787,306</td>
</tr>
<tr>
<td></td>
<td>5226</td>
<td>908</td>
<td>6134</td>
<td>584,098</td>
<td>442,822,997</td>
</tr>
</tbody>
</table>

Source: MCA, Oromia Region, 2014

**Micro and Small Enterprises.** According to the Federal MSEA (2014:17), the savings of 28,688 MSEs for the period between 2010/1 and 2012/13 was Birr 2,293,500,929. The Regional MSEA records reveal that 247,066 MSEs were established in the region between 2006 and 2014. The numbers of micro and small enterprises have been steadily increasing, and this points to the growing popularity of MSEs and their contributions to development.

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137 The recent Federal MSEA (2014) report indicates that there were 28,688 MSEs in Oromia Region between 2010/11 and 2012/13. There is a discrepancy between regional and federal reports.
Table 46: MSEs in Oromia Region by year and engagement sectors, 2009 – 14

<table>
<thead>
<tr>
<th>Year</th>
<th>Cooperative Engagement Sectors</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Manufacturing</td>
<td>Construction</td>
</tr>
<tr>
<td>2008/09</td>
<td>1052</td>
<td>1045</td>
</tr>
<tr>
<td>2009/10</td>
<td>1261</td>
<td>1253</td>
</tr>
<tr>
<td>2010/11</td>
<td>2794</td>
<td>4192</td>
</tr>
<tr>
<td>2011/12</td>
<td>2082</td>
<td>2766</td>
</tr>
<tr>
<td>2012/13</td>
<td>3233</td>
<td>6280</td>
</tr>
<tr>
<td>2013/14</td>
<td>16,178</td>
<td>27,747</td>
</tr>
<tr>
<td>Total</td>
<td>10438,178</td>
<td>15563,747</td>
</tr>
</tbody>
</table>

Source: MSEA, Oromia Region, 2014

16.5 Contributions to national development and democratisation

The study reveals that NSAs (CSOs, cooperatives, MSEs, mass-based organisations, etc.) have been making important contributions to the development efforts and the democratisation process in Oromia Region. It is rather difficult to single out and quantify NSA contributions because they participate in the overall development undertakings as partners. The participation of CSOs in the following sectors have been duly recognised and appreciated by government authorities at the regional level.

**Child wellbeing.** More than a third of CSOs in Oromia Region provided care and support for OVC, HVC, and other disadvantaged children through material provision, rehabilitation works, access to health services and educational opportunities, etc. Although the challenges facing children are still far from over, CSOs in the region reached out to a large number of needy children with needed support.

**Education and health.** More than 27 percent of the CSOs in the region focused on health and education. In the area of health, CSOs contributed to the improvement of basic health care, reproductive health, nutrition, community health through WASH, prevention of HIV infection, and capacity of health providers and health facilities, among others. Concerning education, CSOs are reported to have contributed to the improvement of the leaning process and educational management, quality of pre-primary and primary education, access to education for those who did not have, and educational infrastructure and facilities, among others.

**Livelihoods, empowerment, etc.** About a third of the CSOs were engaged in numerous activities in the name of such projects as integrated development, community development, rural development, livelihood strategies, capacity building, farm commodity value chain, etc. contributed to the economic wellbeing of beneficiaries and healthy life. Income generation opportunities were created to improve the livelihoods of families, empower women, and make the youth productive citizens.
Democracy and rights issues. The youth and women’s federations and associations organized and sensitized their members to actively participate in the economy, politics, and social, and to fight against injustice, violence, and harmful traditional practices. There are few CSOs, though generally weak (except for those that received funds from CSF II), that work on the rights of persons with disability and the elderly through awareness raising, rehabilitation, material provision, and empowerment.

16.6 Collaboration
Non-state actors are expected to interact and collaborate with state actors, with each other (e.g., through their networks), with the private sector, with donors, and with their constituents. Due to lack of data, the relationship between CSOs and their constituencies has not been explored. Hence, this section focuses on the first four levels of interaction and collaboration.

16.6.1 Relation between state actors and non-state actors
All formally registered NSAs interact with certain with government agencies in the context of registration, project appraisal, document signature, monitoring/evaluation activities, etc. In Oromia Region, the sector offices collaborating with CSOs are presented below.

Table 47: State Actors – Non-state Actors collaboration, Oromia Region

<table>
<thead>
<tr>
<th>Sector Offices</th>
<th>CSOs</th>
<th>Budget in Birr</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Projects</td>
</tr>
<tr>
<td>Bureau of Finance &amp; Econ Development</td>
<td>241</td>
<td>491</td>
</tr>
<tr>
<td>Bureau of Labour and Social Affairs</td>
<td>28,312</td>
<td>-</td>
</tr>
<tr>
<td>Bureau of Education</td>
<td>104</td>
<td>141</td>
</tr>
<tr>
<td>Bureau of Women &amp; Children’s Affairs</td>
<td>53</td>
<td>63</td>
</tr>
<tr>
<td>Bureau of Agriculture</td>
<td>38</td>
<td>67</td>
</tr>
<tr>
<td>Bureau of Health</td>
<td>37</td>
<td>82</td>
</tr>
</tbody>
</table>

Like in other regions in Ethiopia, the depth and breadth of SA-NSA relations vary considerably, and the situations in Oromia Region and SNNPR seem quite similar. Three categories of NSAs have been identified based on the proximity or degree of relationship to the state actors. These include (1) mass-based societies and development associations, (2) cooperative societies and micro and small enterprises, and (3) other charity and civic organisations. Mass-based societies (namely, women’s and youth federations and associations) and development associations maintain close proximity/intimate working relationship with the government. Such organisations are reported to receive support, guidance, and technical assistance from government agencies. The leadership of mass-based societies and development associations seem to share the ideology and policies of the ruling party (Ethiopian People Revolutionary Democratic Front), and participate in their implementation with commitment and a sense of loyalty to the government. Hence, the independence of mass-based organisations and development associations has been questioned by other NSAs. It is equally important to note that the representatives of
these associations interviewed for this research admitted to be working closely with the government, while denying the allegation that they are not independent actors.

The second category NSAs consists of cooperatives, MSEs and other business-related organisations (e.g., Chamber of Commerce) that maintained cordial relations with the state actors. The government supported the establishment of cooperatives and MSEs and facilitated loan services to ensure their success. Hence, these organisations enjoy favourable policy environment. Cooperatives and MSEs have been promoted by CSOs as well. Since the second category of NSAs do not seem to have other agendas other than fighting poverty and ensuring development, their independence from government influence has not been questioned.

The third category consists of other charity and civic organisations registered with the ChSA and BoJ. The relationship/interaction between authorities and such NSAs appears to have remained measured, cautious, and sometimes strained since the enactment of the 2009 CSO Proclamation. The CSOs seem to be under severe scrutiny with respect to their objectives and commitment, their ability to deliver as promised, their strategies and the sustainability of their projects, and their adherence to government regulations. The assessment of some NSA representatives is that some partner government offices have become excessively bureaucratic; the policy environment is not sufficiently enabling; and CSOs have been indiscriminately portrayed as rent seekers and agents of neo-liberal agencies. There were other CSO representatives, belonging to the third category, who stressed the presence of cordial and improving relationships with the state actors.

16.6.2 Relations among non-state actors

Non-state actors may be expected to interact and collaborate with each other to avoid duplication of efforts, reduce resource wastage, learn lessons/share experiences, and support one another in the execution of common goals. In Oromia Region, informants noted, CSOs rather operated individually and with the spirit of competition rather than in collaboration and coordination. The reasons behind lack of cooperation may be stated as follows. First, there exist no requirements or expectation that NSAs should coordinate their activities or exchange information with others engaged in similar works. Second, the consortia that were expected to serve as platforms for CSO networking seem to be quickly disappearing from the CSO landscape apparently due to regulatory factors. Third, Proclamation No. 621/2009 forbids the networking of CSOs belonging to different categories. For example, Ethiopian charities/societies are not allowed to network with Ethiopian resident charities/societies apparently to avoid indirect flow of resources. There is no clear regulation on the networking federally registered CSOs and those registered with BoJ at the regional level.

16.6.3 Relation between NSAs and the private sector

CSOs interventions in Oromia Region create favourable environment for business development in that CSOs helped with the engagement of beneficiaries in income generating activities, which in some cases evolved to the establishment of MSEs and cooperatives. With the intention to facilitate loan services, some CSOs provided funds through micro finance institutions. This
shows the flow people, resources, and skills from the NSAs sector to the business sector. It is true that some NSAs may have received private donations from some business people, and others may have bought products from or sold products to the private sector. However, the research team did not come across a major partnership arrangement where the non-state actors benefited from the business community in any significant and structured way.

### 16.6.4 Relation between NSAs and donors

The donor community is not equally accessible to NSAs due to various factors: legal, distance, knowledge/information, capacity, etc. International NGOs and Ethiopian resident charities obviously enjoyed better access to donor agencies than federally registered rights advocacy organisations and regionally registered charity/civic associations. The later enjoyed limited or no access to donors due to the regulatory restrictions, lack of information about the whereabouts and requirement of funding agencies, lack of capacity to meet strict donor requirements with respect to the quality of grant proposals and track record of managing donor funds, etc. It is equally important to recognise the recently introduced funding approaches (CSF II, CSSP, and ESAP2) that enabled some rights advocacy organisations to access and the Ethiopian charities/societies to work on certain rights issues. As a result, there is a hope that the relationship between NSAs and donors will improve.

### 16.7 Operational challenges and limitations

Different of NSAs encountered different challenges. Better access to loan, space to undertake business activities, business diversification, and market opportunities are some of the challenges that some representatives of cooperative and MSEs expressed. The concerns of self-help groups related to lack of appropriate regulatory framework for registration. Some mass-based organisations complained about lack of adequate financial resources and capacity problems. Due to time constraint, detailed data have not been collected from all NSAs. Therefore, this section focuses on the challenges and limitations raised by CSOs and their partners (i.e., government agencies).

**Challenges related to resources and facilities**

- Lack/shortage of funds, lack/shortage of adequate/qualified staff, and lack/shortage of space and facilities
- Regulatory constraints: (1) the 70:30 rule is restrictive, counterproductive, and discriminatory towards smaller CSOs, and (2) the IGA provision is restrictive and unrealistic for some CSOs
- Concentration of CSO efforts in limited areas (urban and accessible areas), and inability to reach communities in remote locations and those marginalised due to different reasons
- Failure of CSOs to comply to their own commitments, agreements signed with government partners, and the existing rules and regulations
- The indiscriminate characterizations of NGOs as rent-seekers and agents of neo-liberal forces that created a negative image in society
• Heavy reliance/dependency of NSAs on donor and government agencies, and the limited
ness of efforts to generate resources from domestic sources raises the question of
sustainability of projects, self-sufficiency, etc.
• Inaccessibility of donors and foreign funding agencies to certain NSAs due to legal,
distance, knowledge, and capacity factors and the requirement of donors

16.8 Emerging trends

16.8.1 Emergence of new forms NSAs

1. Cooperative societies and MSEs mushroomed and flourished as new forms of
socialorganisations. The two institutions seem to be spreading throughout the region
fairly quickly. Representatives of MSEs and cooperatives reported that their members
improved their lives and accumulated wealth, although few failed due to various reasons.
On the whole, both initiatives proved to be successful.

2. Numerous self-helps groups approach has been promoted by international and local
CSOs. The SHGs approach, which was introduced to Ethiopia (first to Adama and Debre
Berhan towns) in 2002 by two international and two local organisations, focuses on
enabling the poor help themselves without free hand-out or direct support from external
sources. The approach has been hailed as successful and is now spreading in urban and
rural areas of Oromia Region.

3. Women’s association and youth associations have established thousands of primary
associations at zonal, woreda and kebele levels

4. The establishment of youth clubs, girls’ clubs, and IGA associations became common
practice

5. Preparation is underway to start the Community Care Coalition (CCC). The BoWC in
partnership with the BoLSA is mandated by the region to launch the programme.

16.8.2 Innovative approaches

Different CSOs have been trying to introduce different innovative strategies to ensure
operational effectiveness and sustainability of projects. Further research is necessary to identify
and understand the various innovative approaches, success stories, and amenability to
replication. The purpose of this sub-section is to provide brief accounts on the following
exemplary innovative approaches in Oromia Region.

Menschen für Menschen. Mensken für Menschen, one of the international NGOs that operates
in different parts of Oromia Region is hailed on two grounds:(1) direct involvement of
communities from inception (i.e., problem and project identifications) to implementation and
evaluation, and (2) efforts to reach the hard-to-reach locations (the organisation is known for
having many operational sites in remote village without any prior CSO intervention).

Bethel Children’s Home (BCH). BCH won reputation in Adama area, Oromia, for successfully
launching and promoting local adoption of orphans after a major setback following a
disagreement with its partner (an adoption agency) that allegedly favoured sending children
abroad. When the partner prematurely abandoned its commitment to support BCH (which had 21 orphans under its protection) due to the disagreement, the Director of the Home, a former of high school teacher, had to bake and sell injera and bread to generate income to support the orphans. Moreover, she kept the children in her private home, as she could not pay the exorbitant house rent. BCH now found a sponsor and the local demand for adoption is reported to be on the rise.

**Oromo Self-Help Organisation (OSHO).** In the Rift Valley areas of Ethiopia, the ground water contains fluoride, which causes brown stain on teeth. Exposure to excessive consumption of fluoride for long period could also cause bone fractures, pain and tenderness. OSHO introduced and adopted a technology (from Kenya) that removes fluoride from water thereby avoiding the chance of having brown stain on teeth and the other risks. The new fluoride removing technology uses locally available and inexpensive raw materials - animal bones from slaughterhouses.

**Rehabilitation and Prevention Initiative against Disability (RAPID).** RAPID provides comprehensive services for children/youth/adults with disabilities, and services include home-based rehabilitation, advocacy, socio-economic empowerment, medical/surgical services, and pre-schooling. What makes the RAPID approach innovative is its comprehensiveness in terms of addressing the challenges of persons with disabilities with their entirety.

**16.8.3 Hard-to-reach groups/NSAs**

During the interviews and focus group discussions, informants identified five different hard-to-reach groups: persons with disabilities, elderly people without support, people living with HIV, OVC/HVC, and communities living in inaccessible remote locations (e.g., pastoral areas). The level attention accorded to these groups by policy makers and partners seem to vary. The needs and concerns of persons with disabilities, the elderly, and destitute people residing in remote villages have rarely been noticed.

**16.9 Recommendations**

1. Address the shortage of funds through grants and loans, qualified staff through training, and space/facilities through arrangement/negotiation with the government authorities
2. The Charities and Societies Agency should review the regulatory frameworks improve the discriminatory and counterproductive 70:30 rule, and the restrictive IGA provision
3. Encourage CSOs to operate in inaccessible remote location and provide commensurate policy incentives for taking such initiatives
4. Encourage and require CSOs to comply to their commitments, agreements signed with government partners, and the rules and regulations
5. Refrain from indiscriminate characterizations of NGOs as rent-seekers and agents of neo-liberal forces, and work towards mending their image in society
6. Donors should have funding programmes (like that of CSSP) accessible to regionally registered small civic organisation. The capacities of such organisations should be strengthened through training to be able to compete with established CSOs.
7. The regional government, SHGs, and promoters of SHGs should work to towards securing the enactment of a regulatory framework for SHGs.
17. Southern Nations, Nationalities and Peoples Region

17.1 Introduction: Brief description of the region

The Southern Nations, Nationalities, and Peoples Region (SNNPR) is the third populous regional state in Ethiopia. It borders with Kenya in the South, South Sudan in the Southwest, Gambella Region in the Northwest, and Oromia Region in the North and East. Administratively, SNNPR is divided into 15 Zones (including the City Administration of Hawassa, the capital of the region), 156 woredas (including four Special woredas and 20 reform towns with municipal structures), and 3891 kebeles.

Zones in SNNPR

1. Bench Maji
2. Dawro
3. Gamo Gofa
4. Gedeo
5. Gamo Gofa
6. Hadiya
7. Keffa
8. Kembata Tembaro
9. Segen Hizboch
10. Sheka
11. Silti
12. South Omo
13. Wolayita
14. Hawassa City

Special woredas

1. Basketo
2. Halaba
3. Konta
4. Yem

According to the latest national census report, the total population of the region is 17,332,584, which is about 20 percent of the population of the country (BoFED 2014). This unpublished BoFED report further indicated that the total land area of SNNPR is estimated at 109,015 sq km, which is about 10 percent of the landmass of Ethiopia. The Bureau further reported that 56 ethnic groups (more than 65 percent of the number of ethnic groups in the country) with distinct languages, cultures, and territories live in the region. The mainstay economy of SNNPR is agriculture, which accounts for more than 90 percent of the total employment (ibid:8). Besides food crop cultivation (cereals and root crops), the region is known for coffee production, livestock size, minerals, natural forest reserve, and high development potential.
SNNPR is one of the regions in Ethiopia where thousands of non-state actors operate. Of the total 3077 CSOs registered with ChSA, 1015 expressed commitment to launch programmes in SNNPR. However, only 216 federally registered CSOs have signed operational agreements with the regional Bureau of Finance and Economic Development (BoFED). Some 105 active civic organisations registered with the Bureau of Justice (BoJ) are reported to be operating in the region. Far beyond the 321 charity and civic organisations, thousands of cooperative societies and micro and small enterprises secured licenses to work in different parts of the region. In addition, several thousands of unregistered mass-based associations and community-based organisations (e.g., iddir, self-help groups, etc.) exist in the region. The study reveals that the various NSAs operating in SNNPR have been making remarkable contributions towards the development goals of the region and the country at large.

The present study was carried out in Hawassa, the capital of SNNPR, employing qualitative research methods: intensive interviews with 22 key informants, one session of focus group discussion with eight participants, feedback workshop (24 participants), and document reviews. Relevant government officials/experts and representatives of non-state actors participated in the interviews and the feedback workshop, while representatives of NSAs took part in the focus group discussion as well.

17.2 NSA numbers and typologies

17.2.1 NSA numbers

Non-state actors operating in SNNPR obtained their licenses from different government agencies, namely, Charities and Societies Agency (ChSA), Bureau of Justice (BoJ), Marketing and Cooperatives Agency (MCA), and Micro and Small Enterprises Agency (MSEA). The numbers of NSAs registered by these agencies are indicated in the table below.

Table 48: NSA numbers by registration agencies and functional status, SNNPR

<table>
<thead>
<tr>
<th>Registration Agencies</th>
<th>Non-State Actors</th>
<th>Beneficiaries/Members</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Charities and Societies Agency</td>
<td>216</td>
<td>3,000,000</td>
</tr>
<tr>
<td>2 Bureau of Justice</td>
<td>105</td>
<td></td>
</tr>
<tr>
<td>3 Cooperative Societies</td>
<td>11,702</td>
<td>1,020,006</td>
</tr>
<tr>
<td>4 Micro and Small Enterprises</td>
<td>59,767</td>
<td></td>
</tr>
<tr>
<td>5 Bureau of Trade</td>
<td>26</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>71,816</td>
<td></td>
</tr>
</tbody>
</table>

Source: Adapted from different sector offices, 2014

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138 This figure does not include civic organisations/associations registered with zonal offices.
139 The current functional status of some NSAs could not be established for lack of updated data.
140 57,706 urban MSEs registered with the Regional MSEA and 2,061 rural registered with the Bureau of Agriculture.
In terms of numbers, the NSAs sector in SNNPR is dominated by cooperative societies and MSEs, which are in tens of thousands. On the other hand, the number of charity and civic organisations registered with ChSA and BoJ constitute about 0.5%. It is important to note the fact that the overwhelming majority of CSOs that expressed commitment to operate in SNNPR did not sign operational agreement with BoFED.

Although not steadily, the number of CSOs in SNNPR increased from 61 in 2003 to 216 in 2013/14. The budget allocated for CSO projects steadily increased from 2002 to 2012. It appears that the growth of CSO numbers, projects and budgets was not adversely affected by the 2009 CSO law.

Table 49: CSO growth by year in SNNPR, 2001-2013

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of CSOs</th>
<th>No. of Projects</th>
<th>Budget in Birr</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>61</td>
<td>292</td>
<td>403,500,000</td>
</tr>
<tr>
<td>2002</td>
<td>80</td>
<td>347</td>
<td>215,246,531</td>
</tr>
<tr>
<td>2003</td>
<td>98</td>
<td>376</td>
<td>296,542,863</td>
</tr>
<tr>
<td>2004</td>
<td>123</td>
<td>175</td>
<td>756,928,755</td>
</tr>
<tr>
<td>2005</td>
<td>120</td>
<td>417</td>
<td>917,800,000</td>
</tr>
<tr>
<td>2006</td>
<td>117</td>
<td>436</td>
<td>1,285,740,000</td>
</tr>
<tr>
<td>2007</td>
<td>118</td>
<td>301</td>
<td>1,284,504,928</td>
</tr>
<tr>
<td>2008</td>
<td>119</td>
<td>208</td>
<td>2,214,704,115</td>
</tr>
<tr>
<td>2009</td>
<td>152</td>
<td>325</td>
<td>2,272,959,551</td>
</tr>
<tr>
<td>2010</td>
<td>202</td>
<td>490</td>
<td>3,419,966,443</td>
</tr>
<tr>
<td>2011</td>
<td>186</td>
<td>465</td>
<td>4,311,440,256</td>
</tr>
<tr>
<td>2012</td>
<td>214</td>
<td>558</td>
<td>6,677,758,522</td>
</tr>
<tr>
<td>2013</td>
<td>214</td>
<td>595</td>
<td>6,755,640,155</td>
</tr>
</tbody>
</table>

Source: BoFED

Of the 275 regionally registered organisations/associations, only 105 were functional during the research period. It appears that some failed to fulfil the requirements for renewal; those seeking more than 10% of their income from foreign sources were advised to register with ChSA; and others ceased to operate due to lack of financial resources to launch programmes.141

Some regional organisations such as youth and women’s associations helped the establishment of lower level primary associations in each zone, woreda and kebele. SNNPR has 15 zones, 156 woredas and 3891 kebeles, each level has one primary federation and one primary association for both women and youth. This strategy (of organizing primary associations) helps reach people easily for awareness raising and other missions as well as for mobilizing voluntary services. The primary associations do not have independent legal personality.

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141 Many regionally registered organisations failed to mobilise funds from domestic sources and lacked access to foreign funding agencies.
17.2.2 NSA typologies

NSAs operating in SNNPR can be grouped into five categories as follows.

1) Client-based charity organisations
   • Regional charity organisations
   • Ethiopian charities
   • Ethiopian resident charities
   • Adoption
   • Foreign Charity

2) Mass-based societies and development associations
   • Women’s associations
   • Youth associations
   • Development associations

3) Business-based membership organisations
   • Cooperative societies
   • Micro and small enterprises
   • Chamber of commerce

4) Interest-based and rights advocacy membership organisations
   • Ethiopian societies
   • Ethiopian resident societies
   • Professional associations
   • Trade unions

5) Community-based organisations (largely unregistered)
   • Indigenous cooperation frameworks
   • Community care coalition (emerging trend)
   • Self-help groups (emerging trend)
   • Youth clubs, Girls’ clubs, etc.

17.2.3 Reflections on selected NSAs.

In this sub-section, attempts were made to examine the functional status of certain CSOs such as development associations, faith-based organisations, rights advocacy organisations, and networks.

Development associations. In SNNPR, numerous ethnic-based (or nationality-based) development associations operated in different parts of the region. Southern Ethiopia People’s Development Association (SEPDA), the largest non-ethnic regional entity, operated throughout the region and strives to achieve two key goals: filling the development gaps of the government and serving as an umbrella organisation for 23 ethnic-based development associations. SEPDA works on children, vulnerable and marginalised groups, and pastoral communities. SEPDA secured funds from donors and membership fees to finance its projects: awareness raising works,
training programmes, provision of potable water, construction of latrine, promotion of IGA, etc. The association works closely with the regional government.

**Faith-based organisations.** In SNNPR, there exist faith-based organisations, and some of them registered as Ethiopian resident charities. Some of the faith-based organisations with development and service provision wings operating in SNNPR include Addis Kidan Baptist Church, Ethiopian Catholic Church, Ethiopian Evangelical Church Mekane Yesus, Ethiopian Gunet Church, Ethiopian Hiwot Birhan Church, Ethiopian Kale Heywot Church, Ethiopian Mulu Wongel Church, Meserete Kristos Church, Norwegian Church Aid and Yehiwot Berhan Church. Most faith-based CSOs sponsored child related projects, while others supported food security, health, education, and WASH projects with funds from donors and local sources.

**Rightsorganisations.** The record of BoFED, SNNPR, revealed that only two Ethiopian charities operated in the region. Apart from these two organisations, mass-based associations and regionally registered interest-based civic societies (e.g., those working on disability and the elderly) have the mandate to engage in advocacy and rights issues. As stated elsewhere in this report, representatives of women’s and youth associations and federations reported to have organized their members and advocated for their participation in economic, political, and social affairs. On the other hand, the regionally registered civic societies complained about lack of resources to accomplish their goals. They lack access to foreign funds due to regulatory factors and they also failed to mobilise funds from local resources.

**Networks.** According to informants, SNNPR had many consortia based in the capital, Hawassa. During the study period, however, the research team came across only three consortia: Resource Centre for Civil Society, Malaria Consortium, and Consortium of Christian Relief and Development Association. The decline of networks, which hindered interaction/cooperation among CSOs, is explained in terms of the 70:30 rule that prohibits networks from having programme costs.

17.3 Geographic and thematic distribution of NSAs

17.3.1 Geographic distribution of NSAs

SNNPR has 15 (including Hawassa) zones and 156 woredas (including the 4 special woredas). Since the woredas are numerous, attempts are made to examine the distribution of CSOs in the 15 zones and four special woredas. The distribution of CSOs across zonal arrangement is uneven. Most CSOs are concentrated in the capital and accessible central zones. About 68% of the CSOs operated in Hawassa and five central zones: Sidama, Wolayta, Gamo Gofa, Hadiya, and Gurage. Those zones and special woredas located further west from the capital lacked CSO attention. It appears that distance and accessibility factors created the gap in the distribution of CSOs in SNNPR.

CSO concentration in central zones and Hawassa city is explained differently by authorities and CSO representatives. Some government officials were of the opinion that some CSOs are reluctant to bear hardships in remote areas, while other explained the phenomenon in relation to
resource and capacity constraints. On the other hand, representatives of CSOs associated the problem with the 70:30 guideline that includes transportation, training, research, and M&E expenses into administration cost; lack of policy incentive to operate in remote and sometimes risky locations; the presence of felt needs in Hawassa and the central zones; donor interest to support more feasible projects; prior needs assessment conducted by the CSOs; resource and capacity constraints; and lack of commitment on the part of some CSOs to bear hardships.

Table 50: Zonal distribution of NSAs in SNNPR, 2012/13

<table>
<thead>
<tr>
<th>#</th>
<th>Zone/Town/Special Woreda</th>
<th>CSO Projects</th>
<th>Co-operatives</th>
<th>MSEs</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Number</td>
<td>%</td>
<td>Number</td>
</tr>
<tr>
<td>1</td>
<td>Hawassa</td>
<td>121</td>
<td>15.0</td>
<td>238</td>
</tr>
<tr>
<td>2</td>
<td>Sidama</td>
<td>109</td>
<td>13.5</td>
<td>1854</td>
</tr>
<tr>
<td>3</td>
<td>Wolayita</td>
<td>99</td>
<td>12.2</td>
<td>1027</td>
</tr>
<tr>
<td>4</td>
<td>Gamo Gofa</td>
<td>79</td>
<td>9.8</td>
<td>1452</td>
</tr>
<tr>
<td>5</td>
<td>Hadiya Zone</td>
<td>72</td>
<td>8.9</td>
<td>1513</td>
</tr>
<tr>
<td>6</td>
<td>Gurage Zone</td>
<td>68</td>
<td>8.4</td>
<td>134</td>
</tr>
<tr>
<td>7</td>
<td>Kembata Tembaro</td>
<td>54</td>
<td>6.7</td>
<td>626</td>
</tr>
<tr>
<td>8</td>
<td>South Omo</td>
<td>42</td>
<td>5.2</td>
<td>303</td>
</tr>
<tr>
<td>9</td>
<td>Gedeo</td>
<td>36</td>
<td>4.4</td>
<td>195</td>
</tr>
<tr>
<td>10</td>
<td>Silte</td>
<td>29</td>
<td>3.6</td>
<td>685</td>
</tr>
<tr>
<td>11</td>
<td>Segen Hizboch</td>
<td>24</td>
<td>3.0</td>
<td>392</td>
</tr>
<tr>
<td>12</td>
<td>Bench Maji</td>
<td>22</td>
<td>2.7</td>
<td>439</td>
</tr>
<tr>
<td>13</td>
<td>Keffa</td>
<td>15</td>
<td>1.9</td>
<td>683</td>
</tr>
<tr>
<td>14</td>
<td>Sheka</td>
<td>10</td>
<td>1.2</td>
<td>172</td>
</tr>
<tr>
<td>15</td>
<td>Dawro</td>
<td>6</td>
<td>0.7</td>
<td>391</td>
</tr>
<tr>
<td>16</td>
<td>Halaba Sp. Woreda</td>
<td>22</td>
<td>2.7</td>
<td>170</td>
</tr>
<tr>
<td>17</td>
<td>Yem Sp. woreda</td>
<td>1</td>
<td>0.1</td>
<td>49</td>
</tr>
<tr>
<td>18</td>
<td>Basketo Sp. woreda</td>
<td>0</td>
<td>0.0</td>
<td>52</td>
</tr>
<tr>
<td>19</td>
<td>Konta Sp. woreda</td>
<td>0</td>
<td>0.0</td>
<td>83</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>#</th>
<th>Total</th>
<th>Number</th>
<th>%</th>
<th>Number</th>
<th>%</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>809</td>
<td>100</td>
<td>10,458</td>
<td>100</td>
<td>10,762</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: BoFED, 2014  

Like the CSOs, the cooperative societies and MSEs were also concentrated in central zones. About 56% of the cooperative were located in four zones alone: Sidama, Wolayita, Gamo Gofa, and Hadiya. Likewise, about 47% of the MSEs were found in three zones: Hawassa, Sidama, and Wolayita. The special woredas have the least number of both cooperatives and MSEs.

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142 809 is not show the total number of operational CSOs in SNNPR because of multiple counting (i.e., some CSOs operate in many zones). The number of CSOs with on-going projects was 214 in 2013 and 216 in 2014.
17.3.2 Thematic distribution CSO projects

Data are lacking on the projects of cooperatives, MSEs, and other civic organisations registered with BoJ. Therefore, this section focuses on the sectoral distribution of the 583 projects implemented by the 214 CSOs until 2013 (note that the in 2014 there are 216 operational CSOs). There are 12 major sectors of CSO intervention in SNNPR, and the budget distribution signifies the priority areas in the region. The top two sectors (integrated development and health) have 56% of the total budget, and the budget share of the next four projects (women’s empowerment and child/youth development, agriculture, water, and education) adds up to 38.3% of the total. The remaining six thematic areas were implemented with 5.7% of the total budget.

According the BoFED (2014) report, the target beneficiaries are OVC, street children, PLWHAs, women/girls, rural communities, urban poor, and the visually impaired. The report further noted that there are also projects that focus on urban development, urban poverty, capacity building, education and income generation from which different target communities are benefitting. The BoFED report reveals that the emphasis of CSOs in SNNPR is more on socio-economic development.
Table 51: Thematic distribution of CSO projects and project cost in SNNPR, 2012/13

<table>
<thead>
<tr>
<th>No.</th>
<th>Sector</th>
<th>No. of Projects</th>
<th>Beneficiaries</th>
<th>Project Cost</th>
<th>Share</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Integrated Development</td>
<td>125</td>
<td>7,127,466</td>
<td>2,098,856,561</td>
<td>31.1</td>
</tr>
<tr>
<td>2</td>
<td>Health</td>
<td>113</td>
<td>19,982,741</td>
<td>1,681,937,238</td>
<td>24.9</td>
</tr>
<tr>
<td>3</td>
<td>Women, Children and Youth</td>
<td>136</td>
<td>803,688</td>
<td>833,666,025</td>
<td>12.3</td>
</tr>
<tr>
<td>4</td>
<td>Agriculture</td>
<td>57</td>
<td>1,469,126</td>
<td>687,522,424</td>
<td>10.2</td>
</tr>
<tr>
<td>5</td>
<td>Water and Sanitation</td>
<td>53</td>
<td>2,332,963</td>
<td>636,083,543</td>
<td>9.4</td>
</tr>
<tr>
<td>6</td>
<td>Education</td>
<td>55</td>
<td>626,069</td>
<td>435,309,872</td>
<td>6.4</td>
</tr>
<tr>
<td>7</td>
<td>Social Affairs</td>
<td>29</td>
<td>2,015,251</td>
<td>222,619,533</td>
<td>3.3</td>
</tr>
<tr>
<td>8</td>
<td>Environmental Protection</td>
<td>14</td>
<td>709,078</td>
<td>115,886,160</td>
<td>1.7</td>
</tr>
<tr>
<td>9</td>
<td>Energy</td>
<td>1</td>
<td>90,000</td>
<td>1,433,257</td>
<td>0.2</td>
</tr>
<tr>
<td>10</td>
<td>Capacity Building</td>
<td>8</td>
<td>93,310</td>
<td>1,398,470</td>
<td>0.2</td>
</tr>
<tr>
<td>11</td>
<td>Marketing &amp; Cooperatives</td>
<td>2</td>
<td>59,636</td>
<td>9,035,16</td>
<td>0.1</td>
</tr>
<tr>
<td>12</td>
<td>Culture and Tour</td>
<td>2</td>
<td>501,620</td>
<td>6,405,437</td>
<td>0.1</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>595</td>
<td>35,810,948</td>
<td>6,755,640,155</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: BoFED, 2014

17.3.3 Major activities and key contributions

The major activities undertaken by NSAs in SNNPR focus on the following thematic areas:

1) Integrated development
2) Health
3) Women’s empowerment and child & youth development
4) Agriculture
5) Water
6) Education
7) Social affairs
8) Environmental protection
9) Capacity building
10) Energy
11) Culture and tourism
12) Marketing and cooperatives

17.4 Resource mobilisation and beneficiaries

In this section attempts are made to examine the capacity of NSAs to mobilise financial, human, and other resources to implement their projects thereby contributing to the development efforts of the region and the country at large. The NSAs that have the capacity to mobilise financial
resources are charity organisations, development associations, cooperative societies, and micro and small enterprises. On the other hand, mass-based associations, rights advocacy organisation and others demonstrated capacity to mobilise human resources through voluntary services.

**Resource mobilisation by CSOs.** In SNNPR, the total amount of budget agreed between CSOs and the government for the period of 10 years (2009-2019) is Birr 6,755,640,155. Estimates pieced together from the records of 214 operational CSOs indicate that 35,822,948 people would be direct beneficiaries of the interventions. Donor fund represents the main source of income for all CSOs that signed operational agreement with BoFED. Income generation activities, membership contributions, private donations, and public collections seem to play insignificant or no role in term of generating CSO income in the region. As elsewhere in the country, the donor funds are secured on competitive basis or are channelled through international NGOs. From the fieldwork (through interviews and focus group discussions) and the list of CSOs it is apparent that donor funds were accessed largely by charities registered with ChSA. On the other hand, rights advocacy organisations and those registered with BoJ have limited access to foreign funds.

**Resource mobilisation by cooperatives.** As of August 2014, there were 11,702 functional cooperative societies with the capital of Birr 746,448,895. Besides benefiting their members (1,020,006 people), the cooperatives are reported to have created jobs for 1,788.

**Resource mobilisation by MSEs.** The Federal MSEA (2014:17) reports that the savings of 9,467 MSEs for the period of 2010/11 and 2012/13 was Birr 359,082,859. The Regional MSEA records reveal that between 2007/08 and 2013/14, the number of MSEs increased from 2,893 to 55,706, and the amount of loan disbursed to the MSEs also increased from Birr 92.4 Million to Birr 338.7 Million. From the figures it is apparent that MSEs have been mobilizing huge amount of financial resources to fight poverty and contribute to development.

Table 52: Loan disbursement to MSEs by year in SNNPR, 2007/8 – 2013/14

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of MSEs</th>
<th>Loan Disbursed in Birr</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2007/8</td>
<td>2,893</td>
</tr>
<tr>
<td>2</td>
<td>2008/9</td>
<td>4,610</td>
</tr>
<tr>
<td>3</td>
<td>2009/10</td>
<td>4,374</td>
</tr>
<tr>
<td>4</td>
<td>2010/11</td>
<td>4,586</td>
</tr>
<tr>
<td>5</td>
<td>2011/12</td>
<td>25,422</td>
</tr>
<tr>
<td>6</td>
<td>2012/13</td>
<td>41,193</td>
</tr>
<tr>
<td>7</td>
<td>2013/14</td>
<td>57,706</td>
</tr>
</tbody>
</table>

Source: MSEA, SNNPR, 2014

---

143 Since the population of SNNPR is 17,332,584, the number of beneficiaries cannot be twice as much. The estimate is too high due to multiple counting of the same beneficiaries. According to an expert working for BoFED, the direct beneficiaries in SNNPR may not exceed 3,000,000 people.
Mass-based associations. Mass-based organisations (namely, women’s federation, women’s association, youth federation, and women’s association) and organisations working on HIV/AIDS compensated shortage of financial resources through voluntary services and active participation of their members. Many of such organisations lacked budget to pay a salary for individuals working at leadership positions and in offices. Hence, the required office services were given free of charge or for nominal fee out of commitment for the organisations. Likewise, members and volunteers were called upon to help with the implementation of NSA activities often for free and sometimes for nominal fee.

17.5 Contributions to national development and democratisation

Both government officials and non-state actors participated in the research firmly believe that NSAs (CSOs, cooperatives, MSEs, mass-based organisations, etc.) have been making important contributions to the development efforts of the region in a variety of ways. Since NSA projects and activities are part and parcel of the overall government activities, it is practically difficult to quantify/measure NSA contributions in isolation. However, according to government informants, the participation of CSOs in the following sectors have been making some differences in the attainment of the overall development goals of the region.

Promotion of health and prevention of HIV

- HIV/AIDS infection reduced and public awareness about HIV increased
- Reproductive health, family planning, gender participation improved
- WASH/sanitation and hygiene programmes intensified
- Malaria control improved (it is not among the 10 causes of death as in the past)
- Health extension services expanded
- Child survival rate increased

Agriculture and environment

- Support provided to enhance crop production
- Support provided to enhance animal husbandry
- Support provided to help with natural resource management
- Support provided for capacity building

Access to education & quality of education has been improving

- Provision of educational inputs
- Construction of new schools & expansion of existing
- Economic/material support to students
- Special support for female students
• Provision of training to teachers/technical staff
• Participation in the production of modules

Other sectors
• Economic empowerment of women through income generation schemes
• Participation of women and youth in economic, political, and social affairs improved
• Support for orphans and highly vulnerable children increased
• Attention to persons with disability and the elderly improving
• Support for commercial sex workers improving

17.6 Collaboration
Non-state actors are expected to interact and collaborate with state actors (SAs), with each other (e.g., through their networks), with donors, with the private sector, and with their constituencies. This section sheds light on the first four levels of interaction and collaboration (data are lacking to examine the relationship between CSOs and their constituencies).

17.6.1 Relation between state actors and non-state actors
Different sector offices in SNNPR reported to be collaborating with many CSOs. The depth and breadth of SA-NSA relations vary considerably. It appears that there are three categories of NSAs with different degrees of proximity to the state actors. Mass-based societies (namely, women’s/youth federations/associations) and development associations represent a category that maintains close proximity and intimate working relationship with the government. Such organisations are reported to receive facilities (e.g., offices), material support, and technical assistance from government agencies. In some cases, civil servants (government employees) were allowed to work for mass-based associations on full-time or part-time basis. The leadership of mass-based societies and development associations seem to share the ideology and policies of the ruling party, and participate in their implementation with commitment and a sense of loyalty to the government. Hence, their independence from government influence and their ability to advocate for human rights (for example) are questioned by representatives of other CSOs.
Table 53: State Actors – Non-state Actors collaboration in SNNPR

<table>
<thead>
<tr>
<th>Sector Offices</th>
<th>CSOs</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>Projects</td>
</tr>
<tr>
<td>1 Bureau of Finance and Economic Development</td>
<td>216</td>
<td>601</td>
</tr>
<tr>
<td>2 Bureau of Health</td>
<td>115</td>
<td>250</td>
</tr>
<tr>
<td>3 Bureau of Agriculture</td>
<td>91</td>
<td>201</td>
</tr>
<tr>
<td>4 Bureau of Education</td>
<td>69</td>
<td>134</td>
</tr>
<tr>
<td>5 Bureau of Labour and Social Affairs</td>
<td>12</td>
<td>26</td>
</tr>
<tr>
<td>6 Bureau of Women, Children, and Youth Affairs</td>
<td>62</td>
<td>125</td>
</tr>
<tr>
<td>7 Bureau Water Resources</td>
<td>40</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Adapted from different sector offices, 2014

The second category of NSAs consists of cooperative societies, MSEs and other business-related organisations that maintained cordial and business-like relations. As part of the poverty reduction and development strategies, the government supported the establishment of cooperatives and MSEs and facilitated loan services to ensure their success. Hence, these organisations enjoy favourable policy environment. It is important to note that cooperatives and MSEs were promoted by CSOs as well.

The third category consists of other charity and other civic organisations registered with the ChSA and BoJ. The relationship/interaction between authorities and such NSAs appeared measured, cautious, and sometimes strained. Regional authorities seemed to be interested in understanding the objectives and commitment of the NGOs that they were dealing with, the ability of the NGOs to deliver as promised, the sustainability their projects, and their adherence to government regulations. Representatives of some CSOs in the third category argued that government offices were excessively bureaucratic; the policy environment is not sufficiently enabling; and CSOs are perceived and portrayed as adversaries and rent seekers.

**17.6.2 Relations among non-state actors**

Non-state actors may be expected to interact and collaborate with each other to avoid duplication of efforts, reduce resource wastage, learn lessons/share experiences, and support one another in the execution of common goals. The reality on the ground in SNNPR was far from this perhaps for the following three reasons. First, there exists no official requirement or expected norm that NSAs should coordinate their activities and collaborate on common goals. The decision for cooperation is left to the individual actors, who often strive to fulfil the self-interests of individual organisations, sometimes to extent of overlooking and downplaying the benefits of cooperation. Second, the consortia that were expected to serve as platforms for CSO networking seem to be failing to deliver what is expected of them due to the legal restriction discussed elsewhere in this report. Finally, the recent CSO law (Proclamation No. 621/2009) forbids the networking and collaboration of CSOs belonging to different categories. For example, Ethiopian charities/societies are not allowed to network with Ethiopian resident charities/societies...
apparently to avoid indirect flow of resources. There is no clear regulation on the networking federally registered CSOs and those registered with BoJ at the regional level.

17.6.3 Relation between NSAs and the private sector
The relationship between NSAs and the private sector may be expected to be mutually complementary. It appears that there exist flow people, resources, and skills from the NSAs side to the business sector. The CSOs are known for creating favourable conditions for business development. To be specific, CSOs helped their beneficiaries to engage in income generating activities and form cooperatives and MSEs. With the intention to facilitate loan services, some CSOs provided funds through micro finance institutions or other arrangements. Some NSAs may have received private donations from some business people. However, the research team did not come across a major partnership arrangement where the non-state actors also benefited from the business community in any significant and structured way.

17.6.4 Relations between NSAs and donor agencies
International NGSOs and Ethiopian resident charities (including development associations) enjoyed better access to donor agencies, while the rights advocacy organisations and regionally registered NSAs (including mass-based associations) lacked access to funding agencies due to the exiting regulatory restrictions. Donor requirements with respect to the quality of grant proposals and track record of managing donor funds seem to have discouraging effects on small CSOs with limited capacities. Some representatives of CSOs that benefited from the assistance extended by CSF II and CSSP praised their approach, which they described accessible, fair, and empowering. However, the life span of many donor-supported projects is seen as very short and inadequate to sustain project.

17.7 Operational challenges and limitations
The challenges encountered by NSAs vary depending on their peculiar features and nature of organisations. The cooperative societies and MSEs expressed concerns related to the availability and adequacy of loan, expansion of business options, ensuring market opportunities, etc. The concern of self-help groups was the lack of appropriate regulatory framework for registration. Some mass-based organisations complained about lack of adequate financial resources and capacity problems. Detailed data have not been collected from these three categories of NSAs. Hence, this section focuses on the challenges and limitations encountered by CSOs and their partners (namely, the government and donors).

Challenges related to resources and facilities
- Almost all CSOs interviewed reported constraints in securing funds
- Many CSOs lack qualified staff, while others are understaffed
- Some CSOs lack offices, office facilities, and space for operation
- Most CSOs experience logistical challenges that constrained their movement
Challenges attributed to some CSOs

- Inclination to concentrate in urban areas, central and accessible areas
- Reluctance to disclose information, especially about finance
- Engagement in unauthorized activities
- Focus on quick fix rather than lasting resolve
- Abandoning programmes/beneficiaries unexpectedly
- Considering NGO work as a source of income
- Failure to make a difference despite extended operation period
- Launching programmes without assessment and without securing funds

Policy related challenges

- Rights advocacy CSOs found it difficult to raise 90% locally
- The 70:30 rule that includes certain costs (training, medical equipment, evaluation) into the administration costs is counterproductive (e.g., networks are collapsing, training and monitoring/evaluation activities side-lined, etc.)
- The provisions that the type of IGAs must be directly linked to core CSO mission and that IGA management must be separated from charity works are problematic
- Characterizations of NGOs as rent-seekers created a negative image in society
- Failure to effectively implement legal provision on disability
- Lack of enforceable legal provision on the elderly

On the part of donors

- Provision of short-term and time-bound funds (projects phase out when they are about to take off). There is a need to move from project oriented support to programme approach
- Failure to recognise achievements made under difficult cultural, social, and economic conditions and lack of mechanisms to build on, expand, and sustain hard won results
- Lack of attention to issues & groups that have been marginalised social groups (e.g., persons with disability, elderly, caste groups, etc.)
- Failure to act on the findings of previous numerous studies that the donors themselves sponsored, lack of active engagement with the government on policy issues
17.8 Emerging trends

17.8.1 Emergence of new forms of NSAs

1. Cooperative societies and MSEs mushroomed and flourished as relatively new forms of social organisations. The two institutions seem to be spreading throughout the region fairly quickly. According to informants, most MSEs and cooperatives have become successful within short period of time in terms of asset accumulation of members and attaining household food security.

2. The Community care coalitions (CCC) approach is being implemented in all zones, woredas and kebeles after successful pilot projects. Social protection committees have been established at different levels. At the kebele level, the community-based social protection committees are reported to identify the needy, such as vulnerable children, persons with disabilities, the elderly, female-headed households, etc. Grain banks are being established to save community contributions during harvest seasons.

3. Numerous self-helps groups approach has been promoted by NSAs and some government sectors (e.g., BoWCYA). The SHGs approach, which was introduced from India to Ethiopia in 2002 by two international and two local organisations, focuses on enabling the poor help themselves without free hand-out or direct support from external sources. The approach has been hailed as successful and is spreading in SNNPR.

4. Women’s association and youth associations helped the establishment of thousands of primary associations at zonal, woreda and kebele levels.

5. The establishment of youth clubs, girls’ clubs, and IGA associations became common practice

17.8.2 Innovative approaches

Different CSOs have been trying to introduce different innovative strategies to ensure operational effectiveness and sustainability of projects. Further research is necessary to identify and understand the various innovative approaches, success stories, and amenability to replication. The purpose of this sub-section is to provide brief accounts of three exemplary innovative approaches in SNNPR.

a) SOS Sahel

SOS Sahel focuses on environmental protection, livelihoods enhancement and the interaction between the two. The organisation’s interventions are considered as innovative on two grounds: the promotion of value-chain products and the harmonization of environment-livelihood strategies. SOS Sahel promoted value-chain business activities in Gurage area focusing on pepper and Bonga area focusing on honey. In order to address land degradation in Lake Hawassa catchment area, siltation of the Lake Hawassa, and rural youth unemployment, the organisation launched environmental and livelihood rehabilitation project and claims to have produced the following results: containment of soil degradation, restoration of watershed flora, reduction of flooding and siltation of the lake, and improvement of the income and livelihoods of the youth, who participated in the environmental protection activities.
b) Shiny Day

Shiny Day is a small CSO that supports orphan and vulnerable children and disadvantaged communities to become productive and economically independent. In order to achieve its goals, the organisation implemented multidimensional activities aimed at both providing for sustenance and equipping the beneficiaries with knowledge and competencies to be successful in their lives. Shiny Day provided the following services in a manner that is integrated.

1. Accommodation (boarding facility, food provision, medication service, sanitary service, and materials provision)
2. Vocational skills training (in metal work, wood work, tailoring and design, food preparation/catering, and urban agriculture)
3. Academic support to its beneficiaries joining university and colleges (some of its beneficiaries have graduated from universities with first degrees)
4. Awareness raising on HIV/AIDS, disability, harmful traditional practices, family planning, prevention of child trafficking, and gender equality

c) Concern for Environment

As the name signifies, Concern for Environment is primarily engaged with environmental protection (especially in Lake Hawassa catchment area) through awareness raising, land rehabilitation, reduction of pollution, afforestation, and incentive schemes. In its recent innovative intervention, the organisation managed to link environmental protection with livelihood improvement, introduction of new technology, and empowerment of a marginalised group in Sidama Zone. In order to reduce pressure on the forest due to firewood collection, the organisation introduced the production of fuel-saving stoves. With the intention to build on the existing local knowledge, members of the Hadicho minority group (culturally marginalised pottery makers) were recruited for the training in the fuel-saving stoves. Members of the non-Hadicho Sidama people were also involved in the training of the new technology, which was considered to source income for the participants. The achievements of Concern for Environment include:

1. The improvement of the interaction between the Hadicho and the non-Hadicho groups as evidenced by physical contacts, sitting together, and eating/drinking together during the process of training and afterwards
2. The introduction of the new the technology and its implication (if adopted widely) for reduction of pressure on forest for firewood
3. The introduction of a new income generation activity expected to contribute to livelihoods of the participants

d) Kembatti Mentti Gezzimma (KMG Ethiopia)

KMG Ethiopia, which was founded in 1997 to fight female genital cutting (FGC) and promote the prevention of HIV and Aids in Kembatta, Tembaro and Alaba areas (SNNPR) expanded its intervention to include, among others, highlydiscriminated artisan communities (pottery makers
locally called the Fuga, a pejorative term).\textsuperscript{144} The practice of FGC and discrimination against the artisans are reported to have significantly decreased in Kembatta area thanks to the innovative approaches/tools (namely, economic empowerment and community conversation) that KMG Ethiopia employed to bring about attitudinal change in society. Some of the activities of the organisation include:

1. Facilitating awareness programmes for women, girls and health care professionals through community conversation
2. Provision of support in economic enfranchisement, education, and reproductive health services, dealing with HIV/AIDS
3. Providing psychological support and legal advice for victims of gender-based violence
4. Training for law enforcement agents on international and national legal instruments on human rights
5. Facilitating conversation and interaction between the artisan and non-artisan communities to build mutual respect and social harmony
6. Improve the access of the children to artisans to education, tutorial services, and skills development
7. Engagement in livelihood improvement and social transformation to enhance the income of members of the artisan community

In addition, KMG Ethiopia came-up with two innovative concepts, namely, ‘whole body’ and ‘golden hands’, to disengage traditional conceptions associated with FGC and Fuga respectively. In order to reverse the practice of honouring FGC, KMG launched in 2004 an annual event called ‘Whole body-Healthy life-Freedom from FGM’ to celebrate and honour the decision of the daring young pioneers (the uncut girls) and the courageous mothers, who stood against FGC head on. With the intention to ensure respect for the skills of the artisans and their eventual integration into their society, the organisation coined and disseminated the concept of ‘People of the Golden Hands’ thereby renouncing discrimination and the use of the derogatory term, Fuga. The notions of ‘whole body’ and ‘golden hands’ are increasingly embraced in Kembatta Zone and beyond.

\textbf{17.8.3 Hard-to-reach groups/NSAs}

In SNNPR, there exist different types of socially and culturally marginalised groups. At the moment, few NSAs seem to be working on such groups. Data are lacking on the number of marginalised groups, their population size, the number NSAs working on such groups, and the results of their efforts. In this sub-section, attempts are made to identify few of the marginalised groups and the CSOs currently working on them.

\textsuperscript{144} KMG Ethiopia is now operating in many zones of SNNPR and some adjacent zones of Oromia Region.
Table 54: Hard-to-reach groups, locations and supporting CSOs, SNNPR

<table>
<thead>
<tr>
<th>Marginal Groups</th>
<th>Location</th>
<th>CSO Working on Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hadicho</td>
<td>Sidama</td>
<td>Concern for Environment</td>
</tr>
<tr>
<td>Fuga</td>
<td>Hadiya</td>
<td>Haro Tessa (New Hope), a local organisation based in Hadiya</td>
</tr>
<tr>
<td>Fuga</td>
<td>Hadiya</td>
<td>Alliance for Poverty Eradication and Development</td>
</tr>
<tr>
<td>Kembata, etc.</td>
<td></td>
<td>Kembatti Mentti Gezzimma (KMG Ethiopia)</td>
</tr>
<tr>
<td>Manja</td>
<td>Keffa, etc.</td>
<td>South Ethiopian Development Association</td>
</tr>
<tr>
<td>Fuga</td>
<td>Gurage, etc.</td>
<td>South Ethiopian Development Association</td>
</tr>
<tr>
<td>Persons with disability</td>
<td>All locations</td>
<td>- Southern Ethiopia Association of Persons with Disabilities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Southern Ethiopia Association of Women with Disabilities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- More small CSOs work on disability</td>
</tr>
<tr>
<td>Elders</td>
<td>All locations</td>
<td>- Southern Ethiopia Association of the Elderly</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Association of Elders living with HIV</td>
</tr>
</tbody>
</table>

17.9 Recommendations

1. The Ministry of Federal Affairs and the Charities and Societies Agency should review the regulatory frameworks, especially those provisions (the proclamation, regulation, and directives) widely viewed as problematic, restrictive, and counterproductive
2. The Charities and Societies Agency should review the regulatory frameworks improve the discriminatory and counterproductive 70:30 rule, and the restrictive IGA provision
3. Government authorities and the media should refrain from indiscriminate characterizations of CSOs as rent-seekers and agents of neo-liberal forces, and rather work towards mending their image in society
4. The regional government, SHGs, and promoters of SHGs should work to towards securing the enactment of a regulatory framework for SHGs
5. Donors should increase financial assistance to CSOs, and make sure that those registered at regional levels, small CSOs, and those working on hard-to-reach groups, issues and places have access to their supports
6. Provide material and technical assistance to deserving NSAs to enhance their internal operational capacities of NSAs
7. CSOs should devise sound mechanisms to strengthen their responsibility, transparency, accountability thereby minimizing irregularities and defaults
8. CSOs should engage in domestic resource mobilisation efforts with the view to ensuring the sustainability of projects. Since IGA is one of the domestic resource mobilisation strategy, there is a need to revise the IGA provision of the 2009 CSO law
9. Build on innovative approaches that proved successful.
18. Somali Region

18.1 Introduction and Overview

Somali National Regional State, one of the largest regions in Ethiopia, occupies an area of 350,000 square kilometres in south-east Ethiopia. The altitude ranges from 1,500 mamsl, in the north west of the region, to about 300 meters in the far south. Hence, the region could be classified into high and mid altitude areas. Jijiga (Fafen), Fiq (Nogob) and Degebur (Jarar) Zones, which receive 400-600 mm rainfall per year, are characterized by semi-arid type of climate, whereas the greater low lying and arid plains in the south, including most parts of Ogaden receive only 300 mm rainfall or less.

With an estimated population of 4,439,147, the region accounts for about 6.2% of the total population of Ethiopia. It is one of the underserved regions in terms of economic and social services. The region shares boundary with Oromia region in the west and east, Afar region in the northeast, the republic of Djibouti in the north, and Somalia republic in the south and east.

Given the ecological profile, the dominant livelihood source is pastoralism, supporting 65% of the total population, followed by agro-pastoralism and crop agriculture (25%) and urban-based non-agriculture (15%)\textsuperscript{145}. Pastoralists derive most of their income from livestock sales but poorer households often diversify their income sources to include sale of fuel wood, charcoal, gums, resins and other natural products\textsuperscript{146}.

The Somali region is vulnerable to many natural risks and manmade calamities. Due to population pressure, devastating droughts and other natural shocks, as well as manmade hazards (conflicts and unsustainable utilization of resources), many of life supporting systems are under continuous disruption. For instance, the catastrophic drought that occurred in Somali Region in 2000 was the cause for the loss of approximately 65-70% of the total livestock population, making about 80% of the pastoral population highly food insecure and dependent on emergency/relief food supply.

Declining number of livestock due to drought-induced mortality and emergency sales to avoid such losses, have direct impact on the survival of pastoral communities. Increasing frequency and depth of drought in these areas eroded the economic base of the people, thereby depleting the capacity for resilience against shocks. It is worth noting that, for pastoral population who lost their cattle to drought or conflict, self-restocking might need more than three years ((PCDP, 2008).

On the other hand, the Somali region remained devoid of meaningful access to infrastructure, particularly roads that link it to the highlands and central market areas of the country, rendering market transaction of goods and services constrained. Health infrastructures are also

\textsuperscript{145}Somali Regional State, 2009, Regional Situation Summary, Disaster Prevention and Preparedness Bureau, Jijiga
\textsuperscript{146} World Food Programme USAID, DPPA, SC-UK, EC/ECHO, 2008, An Understanding of Livelihoods in Somali Regional State, Ethiopia, Updated Version July 2008
underdeveloped and as a result morbidity and mortality, particularly of children, is much higher than the national average.

Due to this paucity of health facilities, and the constant mobility of pastoral HHs, the Regional Health Bureau, in partnership with UNICEF, has established Mobile Health Teams to augment services provided by other partners and to increase access to health services. The scene in the Education sector is also gloomy. Gross Enrolment Rate in primary schools in 2008 was only 41%, compared to the national average of 95%\textsuperscript{147}.

Though there are both perennial and seasonal rivers flowing in many parts of the region, communities face serious water deficits for both human and livestock consumption for a good portion of the year.

Given the limited capacity of the regional government in terms of managing sustainable development programmes as well as public service provision, the contribution of NSA, particularly NGOs, is highly sought.

The NSA Mapping Update Exercise. This mapping update study is conducted in Jijiga employing qualitative research methods, namely key informant interviews, focus group discussion, feedback/validation session and document reviews. Key informants consisted of officials and/or experts from relevant government bureaus and NSAs. Accordingly, 11 individuals from government bureaus (all male) and 8 individuals from NSAs (1 female) were interviewed. Representatives of 7 NGOs (1 female) participated in the FGD.

All individuals who responded to our interviews and/or who participated in the FGD were invited to partake in the validation workshop/feedback session held in Dire Dawa and most made themselves available.

\textbf{18.2 NSA Number, typology, thematic areas and geographic distribution}

\textbf{18.2.1 Number and typology of NSA}

According to our informants from Somali BoFED, there are about 57 NGOs, operating in the Region. There is a huge difference between this number and the one we got from the ChSA.

The reason for this discrepancy is assumed to emanate from two facts. On the one hand several traditional associations such as \textit{iddirs}, that were informally operating and serving their members, got registered as “development actors” mainly as Ethiopian Societies, following the 2009 Charities and Societies Proclamation (CSP) augmenting the number of registered societies and/or charities. However, the great majority of these never started development work proper, while some might have discontinued due to inability to secure funds, a task that requires developing project proposals and competing with NSA much stronger than them.

On the other hand several associations and societies that were registered at the same period and that have their headquarters in Addis Ababa might have promised to work in Somali region but could not make their intention practical, most probably due to lack of fund.

\textsuperscript{147}National Education Emergency Cluster, 2008, Somali Region Emergency Response Plan, October 2008
Of the 57 CSOs operating in the Region, Foreign Charities and Resident Charities account for the vast majority as shown in Table 1, below. Some Mass-based Associations, Faith based organisations, the Regional Development Association and Community-based Organisations that are registered as resident charities are engaged in various types of development activities having signed operational agreement with the BoFED and one or more of other relevant line bureaus and are under the coordination of the BoFED.

The other category of NSA existent in the region includes, Business related and membership organisations such as Cooperatives, Micro Finance Institution (MFI), and Chamber of Commerce, which obviously are believed to contribute to the development effort of the region and the country at large, but their primary concern is ensuring the benefits of their members.

Professional Associations, expected to involve in research and policy dialogue do not exist in the region.

Table 55: Types of NSA Operating in Somali Region

<table>
<thead>
<tr>
<th>Typology</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ethiopian Resident Charity</td>
<td>18</td>
</tr>
<tr>
<td>Foreign Charities</td>
<td>39</td>
</tr>
<tr>
<td>Ethiopian Charity</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>57</td>
</tr>
<tr>
<td>Ethiopian FBOs</td>
<td>3</td>
</tr>
<tr>
<td>Foreign FBOs</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>5</td>
</tr>
</tbody>
</table>

Although some of the Resident Charities are established in the region, almost all are registered with the ChSA in Addis Ababa. The Foreign Charities have either branch offices in Jijiga or any other town in the region, or are working in collaboration with Resident Charities situated in the region. There are no Ethiopian Charities that are under the coordination of BoFED.

18.2.2 Reflections on selected NSAs

Regional Development Associations: There is one RDA in Somali as is the case in most every other regions –The Somali Development Association (SDA). This association is as young as its counterpart in Afar. Thus, its engagement in development activities is minimal to say the least.

Faith-based organisations: There are five Faith-based Organisations operating in Somali Region. These are: Islamic Relief, Ethiopian Evangelical Church Mekane Yesus (EECMY), Ethiopian Catholic Church Social Development, World Vision, and Adventist Development and Relief Association (ADRA). The latter two are foreign FBOs.

World Vision implements a water and sanitation programme in Dolo Ado. EECMY implements the Filtu Water and Sanitation Programme (FWSP), and works on disaster preparedness and
action for drought affected areas in Sitti zone, as well as Meiso, Afedm, Errer and Aysha areas. ADRA focuses on emergency response, lively hood and WASH in Kelafo as well as water infrastructure rehabilitation in Barie woreda.

Ethiopian Catholic Church implements the Gode Area Integrated Development programme, while Islamic Relief works in Elkare, Jarati and Hargele. Safe Motherhood programme is one of latter’s interventions, which is being implemented in Kebribriyah.

Unlike many FBOs operating in other regions, the FBOs in Somali mobilise relatively big funds and almost all have projects in extremely remote areas such as Barie, Dolo, Hargele, and Kelafo.

**Mass-based Associations.** As is common throughout the country, there are Mass-based organisations in Somali. Somali Women’s Association and Somali Youth Association are the major ones. Both are engaged in different interventions, especially in the prevention and control of HIV aimed at reducing the vulnerability of women and the youth. They also engage in Reproductive Health and Family Planning programmes, which is said to yield encouraging results.

While these associations have good relationship with all government bureaus, they have particularly, closer relationship with BoWCYA, which provides them with various supports including office facilities.

**Rights organisations.** Ethiopian Charities, mandated to work on rights issues are not operating in Somali, and hence there is no NGO working on advocacy, democratisation, human rights, and governance, proper. However, NGOs funded by ESAP II are working on improving public services, which is believed to have some elements of governance and some mass-based and/or interest group organisations are reported to be engaged in promoting the rights of their members.

**Networks.** Somali Regional HIV Positive People Associations Network, Somali Youth Network, and CCRDA are the main Networks in Somali.

**18.2.3 Non-Charity NSAs**

Somali Micro Finance Institution: The Somali Region Micro Finance Institution (SMFI) was established in January, 2011, and is licensed by the National Bank of Ethiopia (NBE) to provide microfinance services, especially to people who have limited access to get formal banking services.

It is claimed to be a non-state institution, a share company. The main shareholders are: Somali Regional State, Darman Forage Production and Livestock Trade, Barwaqo Agricultural cooperatives, Horsed Livestock Traders Cooperatives, Ogaden Welfare and Development Association, Rabah &Sons Plc, and Amen Construction Plc. It has a capital of more than Birr 30,000,000.

The institution delivers saving and loan services in accordance with Islamic modalities by opening interest free, window based on the directives of the National Bank of Ethiopia (NBE): The saving products are: Al-Wadiah, Al-Quradi Hassan and Mudaraba Saving. It promotes
 compulsory savings for borrowers and voluntary savings for both borrowers and non-borrowers. The Loan Products are: Mudaraba sale (cost plus mark-up sale contract), Ijarah (leasing contract) and Mudaraba. It uses what is called Solidarity group lending methodology: individual loan on personal guarantee and collateral basis. SMFI has 17 branches all over the region including the one in Jijiga and has about 7,000 active clients.

SMFI works with other NSA, especially in situations where an NGO or other NSA may organize a saving and credit group or income generation groups and link them with the Institution to provide the start-up capital. According to the Head of the SMFI, Mercy Corps, Save the Children International, Oxfam and Ogaden Welfare and Development Association (OWDA) are the major NSAs closely working with it.

Yet, our informant sees NGOs that provide un-returnable initial capital to IGA groups as creating challenges, because this practice entails what he called “Market Distortion”. He believes that if a certain group is provided with capital that it need not pay back, while others are given loans with extra cost of mark-up sale, the competition in the market is negatively affected in a way that makes the latter in a disadvantage. So he advises all CSOs working on IGA to drop free donation and link beneficiaries with MFIs.

Other challenges and limitations include:

a. Weak working relationship with kebeles (who have to certify that a potential borrower is a resident of the kebele and that he/she is trustworthy).
b. Lack of awareness among the general public about saving and credit
c. Shortage or lack of human resources trained in microfinance
d. High turnover of staff (the work is tiresome and the pay is not high causing many employees leave the institution)
e. Teaching the Somali (creating awareness among the Somali) about saving which is a very arduous job
f. Failure to repay loans on the part of the clients (the institution has to use religious concept of haram – not paying one’s debt is haram) and traditional social institutions such as elders councils) for pressurizing clients to pay back their loans
g. Budget shortage for promotional works
h. Lack of capacity to modernize the institutions by, for example, buying software(which can be as expensive as 5,000,000) that enables the Institution provide ATM and Mobile Banking services
i. Shortage of money for conducting research and establishing financial information system
Small and Micro Enterprises: The regional micro and small enterprises office was established in 2011 mandated with the task of organizing unemployed people mainly women and youth so as to enable them acquire saleable skills and starting capital to engage in income generating schemes and change their lives for the better.

The individuals organized into groups are provided with skills development trainings. While trainings on book keeping, marketing and the like are provided by the enterprise’s experts, other technical/vocational trainings are provided in collaboration with the regional TVET. After the group is trained the office links them with the regional Microfinance Institution and facilitates things so that they can get loans. Lender groups are expected to give collaterals only when the loan is worth 120,000 birr and above, which is a rare occurrence. The MSE works closely with other government sector offices, mainly bureau of WCYA, BoLSA and RHAPCO.

The officials reported that they are registering amazingly good results. For example, for 2006 Ethiopian fiscal year, the rate of loan repayment is 100%.

However, they also inevitably face challenges. The most serious challenge so far has been inability to help established groups own market places (places with shades for displaying their goods and products) as well as production sites. However, now the enterprise has received plot of land on which it will construct such structures and what remains is to construct the structures following the standard design prepared at national level.

Although they would like to work in partnership with relevant NGOs, especially in terms of building their capacity and that of their beneficiaries, as well as strengthening the new structure known as “One Stop Centre” at kebele level, their working relationship so far is very weak. The only NGO they have closer relationship with, is Mercy Corps.

Chamber of Commerce and Sectoral Associations. Chamber of Commerce and Sectoral Associations (CC&SAs) handle all business related problems. They intervene in conflicts between the business community and Government, mainly related to tax payers’ complaints, by organizing dialogue forums for the two parties.

At regional level, few NGOs work with CCs. However, they get valuable assistance from a German organisation called HWK, though it is phasing out. EU and UNDP also help them. Among other things, HWK seconded professional Tax Advisors to regional CCs. Somali CC has good relationship with Mercy Corps, Oxfam, Save the Children and OWDA.

Though the strength of any CC emanates from the number of its members, and the contribution it generates thereof, the CC in Somali has few members because the general public and the business community is not aware of the advantages of being member.

On the other hand, the Cooperatives Development Section within the Regional Bureau of Trade, Industry and Investment, is responsible for coordinating and assisting the establishment and functioning of cooperatives.
18.3 Thematic and geographic distribution of CSOs

18.3.1 Thematic areas

The main thematic areas the NSA are engaged in are Livelihoods, Education, Health (including prevention of HIV and reproductive health and family planning), Water, Sanitation and Health (WASH), and to a lesser degree, environment. The data we obtained from BoFED and other sector bureaus shows the following:

Table 56: Government Bureaus working in partnership with NGOs, Somali Region

<table>
<thead>
<tr>
<th>Name of Sector Bureau</th>
<th>No. of NGOs working with the Sector</th>
<th>Number of projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>BoH</td>
<td>14</td>
<td>26</td>
</tr>
<tr>
<td>HAPCO</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>BoWCYA</td>
<td>12</td>
<td>11</td>
</tr>
<tr>
<td>BoE</td>
<td>26</td>
<td>28</td>
</tr>
<tr>
<td>Environment</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Livelihoods</td>
<td>44</td>
<td>72</td>
</tr>
<tr>
<td>WASH</td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>Refugee</td>
<td>3</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Somali BoFED and Other Line Bureaus

Most of the time smaller NSA (especially community associations, including associations established by PLHIV, focus on HIV&AIDS and Childcare, but their budget is absolutely meagre limiting their capacity to register significant results, according to BoFED officials.

18.3.2 Geographic distribution

When it comes to geographical distribution (distribution across the region) the predominant trend is reported to be NGOs’ choosing accessible road-side towns and woredas. The zonal distribution in Somali perfectly reflects this reality. Fafen Zone, the centre of which is Jijiga, has by far the largest number of NGOs, followed by Leben which lies on the main road from Dire Dawa to Djibouti as shown in the table below.

Table 57: Zonal Distribution of NGOs in Somali Region

<table>
<thead>
<tr>
<th>Zone</th>
<th>No. of NGOs</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Fafen</td>
</tr>
<tr>
<td>2</td>
<td>Leben</td>
</tr>
<tr>
<td>3</td>
<td>Sitti</td>
</tr>
<tr>
<td>4</td>
<td>Shebele</td>
</tr>
<tr>
<td>5</td>
<td>Afdhare</td>
</tr>
<tr>
<td>6</td>
<td>Jarar</td>
</tr>
<tr>
<td>7</td>
<td>Dollo</td>
</tr>
<tr>
<td>8</td>
<td>Korreheyy</td>
</tr>
<tr>
<td>9</td>
<td>Nogob</td>
</tr>
</tbody>
</table>
This trend is often criticized by government bodies, who take it as one supporting evidence for
the argument that “NGOs incline to serve themselves rather than the people who really need their
help”. On the part of the NGOs, there are at least two reasons that make it difficult for them to go
to the remotest Zones and woredas. First, the region is so vast and there are security problems in
parts of some zones, and the infrastructure in many zones is rudimentary. Second, despite the
fact that such a trend was common even before the enactment of the CSP, some informants from
the NGO sector refer to the 30/70 guideline (that considers all expenses spent on travel,
monitoring and evaluation as admin cost), as one important factor that compels NGOs to avoid
intervening in most remote parts of the region. NGOs that operate in the remotest areas are most
often Foreign Charities, though some local ones such as OWDA are also appreciated for doing
the same.

18.4 Contribution of NSA

18.4.1 Contribution to the region’s/country’s development

Informants from BoFED depicted that CSOs contribution to the economic development of the
region, and the country at large, is undeniable. They cited examples such as the PRIME project,
being implemented by several local NGOs (funded by USAID), and the Peace and Development
Programme led by Save the Children International, which they said are accomplishing amazing
works. The latter project recently donated 20 Ambulances to the regional Health Bureau and
built several schools. Hararghe Catholic Secretariat dug a borehole that discharges more than 5
litres of water per second, in a village outside of Jijiga and completed the entire work very
efficiently. The region is now planning to make Jijiga a beneficiary of that project. It would have
been absolutely difficult, if not impossible for the region to implement such big projects by its
own.

Informants from the BoE have also the general impression that the NGOs are doing well and
their contribution to the education sector is significant. They noted that not all NGOs are
effective, but definitely most are efficient. For example, the contribution of Save the Children
International and Ogaden Welfare and Development Association (OWDA), is enormous. ZOA,
was also mentioned for constructing a big school in Kebridahar, as part of its activities among
refugees and internally displaced people in and around that woreda.

In the health sector, appreciable successes are registered in the areas of reproductive health (RH),
Family Planning, and prevention and control of HIV. Regarding the latter, the provision of ART
to AIDS patients is often done by NGOs in collaboration with government Health Facilities.

Among the local NGOs working with BoWCYA, Somali Aid and Development (SAAD), an
implementing partner of PACT Ethiopia, which is implementing Yekokeb Birhan Programme,
and which targets highly vulnerable children in seven woredas, was cited as one of the most
successful NGO, followed by Young Women Christian Association and Ethio-Gulf
Development Association.
In terms of budget, the contribution of NGOs amounts to Birr 2.66 billion and the number of beneficiaries is reported to be 7, 232, 086 people. The budget allocated for each zone and the number of projects implemented is shown in the table below.

Table 58: Amount of budget allocated and number of beneficiary by Zone, Somali Region

<table>
<thead>
<tr>
<th>Administrative zones</th>
<th>No. of Projects</th>
<th>Project Budget (Birr)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Fafen zone</td>
<td>42</td>
<td>212,649,170</td>
</tr>
<tr>
<td>2 Liban zone</td>
<td>38</td>
<td>382,143,417</td>
</tr>
<tr>
<td>3 Shebele zone</td>
<td>21</td>
<td>1,269,718,034</td>
</tr>
<tr>
<td>4 Jarar zone</td>
<td>6</td>
<td>138,320,041</td>
</tr>
<tr>
<td>5 Sitii zone</td>
<td>22</td>
<td>169,493,562</td>
</tr>
<tr>
<td>6 Afdhare zone</td>
<td>11</td>
<td>190,680,458</td>
</tr>
<tr>
<td>7 Nogob zone</td>
<td>4</td>
<td>8,362,369</td>
</tr>
<tr>
<td>8 Korahe zone</td>
<td>6</td>
<td>237,786,220</td>
</tr>
<tr>
<td>9 Dollo zone</td>
<td>3</td>
<td>52,711,463</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>153</strong></td>
<td><strong>2,661,864,734</strong></td>
</tr>
</tbody>
</table>

Source: Somali BoFED

One may be justified to think that the appreciation to the contribution of the NGOs seems to be highly inclined in favour of those that implement projects/programmes with hardware components such as construction of schools, drilling of boreholes, etc., that require big money, while the contribution of smaller NGOs for example, working on the combat against FGM, controlling of the spread of HIV, support to OVC and PLHIV, etc., do not seem to get the recognition they deserve.

Nonetheless, the thematic areas NGOs are praised for registering success are those the government has to adequately address in order to achieve the MDG as well as the GTP.

It is also noteworthy that the number of NGOs operating in a certain zone does not necessarily correspond to the amount of money invested by the NGOs. For example the money invested on six projects in Korahe zone is higher than that was invested by 42 projects in Fafen. One possible reason for this is that it is foreign charities which have big funds being invested on hardware components that often go to such remote areas.

18.4.2 Contribution of NSA in introducing innovative approaches

The regional bureaus also recognised the contribution of NGOs in terms of introducing innovative intervention approaches. Informants mentioned some examples of innovative approach, such as Emergency Education System and mobile Healthcare provision, introduced by the big NGOs, and local adoption that is introduced and is implemented by a local NGO called Positive Action for Development (PAD). The approach referred to as “Emergency Education System” is found to be very innovative and appropriate to overcome the common place interruption of education due to conflicts and natural calamities.
The women SHG Daryel, established by a local NGO, Community Development Service Association (CDSA) is mentioned as an example of innovative and successful approach. The approach is appreciated for being cost-effective and laying the ground for economic self-reliance and ultimately economic empowerment of women. The coordinator of the project (an enthusiastic young lady) believed that economic empowerment would very likely lead to social and political empowerment.

18.4.3 Contribution of NSA to the democratisation process
As already indicated in the section that deals with the NSA Typologies, there are no organisations that work on issues such as advocacy, good governance, human rights, conflict Prevention and Resolution, etc. and hence the contribution of the NGO sector in the realm of democratisation per se could be said almost nil.

Given the fact that inter- and intra-ethnic conflicts (often caused by competition on scarce resources, such as pasture and water), are pervasive in Somali, many informants believe that resident charities or even foreign charities shouldn’t have been prohibited from working on conflict.

Particularly researches that focus on, and identify root causes of conflicts, would have contributed to the government’s endeavour to handle and resolve conflicts. These informants commented that the government, more often than not, use the so called fire fighting approach in handling conflicts and fails to tackle the root causes that would have ended conflicts in a win – win situation and in a sustainable manner.

18.5 Collaboration
18.5.1 Collaboration among NSA
Cooperation and collaboration of work among NGOs is not very common. As an informant from BoFED put it “it may be a little hard to speak of the lack of collaboration and cooperation among NGOs since we have not done planned observation. However, casual observation shows that there is no or little collaboration and coordination of work among them. The only time we observe coordination of work among NGOs is when they are brought together by Programmes such as PRIME, and Peace and Development Programme that should be implemented by several NGOs. Similar cooperation and collaboration is observed among NGOs that got Programme Grant from CSSP”.

On the other hand, informants from the CSO sector admitted the shortcoming and noted that not enough is made in terms of creating strong and united CSO. Though all appreciate the potential role of networks, there is now little or no tendency to establish Networks/Consortia since the few that already exist are constrained from engaging in the areas of activities that are believed to be their primary duties – capacity building of their members, policy dialogues, and research. Obviously one may question whether all or most consortia were really doing these prior to the enactment of the CSP or the so called constraining guidelines.
18.5.2 Collaboration/Relationship between state actors (SA) and NSA

Despite the fact that all NGOs operating in the region are working with government line bureaus, many interviewees from the NGO sector complained that the government bureaus do not see all NGOs equally and fairly. While some organisations such as regional development associations and most mass-based organisations are more trusted, and hence favored, others are often seen in suspicion and mistrust. There is therefore a common tendency among the NGO community not to consider RDAs and mass-based organisations as NSA/NGO per se or conversely to view them as “Government Non-government Organisation (GONGO)”.

Informants from NGOs that are believed to be not affiliated with the government stated that the discriminatory treatment government bureaus exercise is not an issue of debate. The bureaus themselves would not deny it, but would give other excuses – accusing NGOs as untrustworthy, inefficient, pursuing hidden political agenda, etc. Yet, it could be observed that their attitudes are not necessarily and solely motivated by the weaknesses of the sector but also by misunderstanding.

Rather as a study on Go-NGO partnership commissioned by CCRDA depicted it seems that “government officials at medium and lower levels expressed reluctance to engage with CSOs due to apparent misperceptions that the existing government policies were inimical to CSO operations. In other words, the government’s intention to enact the new CSO law was misconstrued as an effort to side-line NGOs. The mistrust seemed to emanate from suspicion that CSOs have ulterior motives aimed at pursuing personal gains and promoting agendas of the political opposition under the guise of assisting vulnerable and needy groups. The overall environment of mistrust still underlies efforts that are aimed at enhancing smooth GO-NGO dialogue and interface”\(^{148}\).

Yet, almost all NGOs noted that their relationship with line government offices becomes smoother, friendlier, and based on mutual support, when one goes the structural ladder down to the grassroots level (woreda and kebele). They pointed out that in almost all cases, the NGOs use the expertise of professionals in the Government offices and the vice versa. The woredas see the NGOs as important partners in development, without the contribution of which the woreda level development plans would have remained unaccomplished\(^{149}\).

Interviewees representing several NGOs, participants of FGDs and participants of the validation workshop (feedback session) confirmed this assertion.

On the other hand, the regional BoFED complains that there are times when the NGOs design their intervention plans without consulting the regional government. As a result their interventions may fall short of being in line with the region’s priority areas- both geographic and


\(^{149}\)This is despite the fact that some lower level authorities take the credit of the NGOs and report the development achievements as their own.
thematic. It thus advises that NGOs work closely with the region - plan their interventions together- in order to be needs responsive, ensure harmonization of efforts and avoid duplication.

In order to rectify such things, the region has established Professional Taskforces at each Line Bureau that would oversee the activities of NGOs, and which is answerable to the Regional Humanitarian Taskforce. Relevant government offices and NGOs working with them hold meetings regularly in which they raise their concerns, discuss encountered problems, and suggest solutions. According to our informant, the latter (the Humanitarian Taskforce), is not exactly similar to the GO-NGO forums that exist in other regions, though it serves more or less similar purposes.

The relationship of government bodies and MFI, MSEs, and Cooperatives is reported to be good. However, there is some reservation when it comes to relationship between Chamber of Commerce and the government, since the former advocates for the business community, especially in relation to complaints of the latter about allegedly unjust taxation.

18.5.3 Relationship between NSA and the Private Sector
There is no meaningful relationship between NSA, especially NGOs and the Private Sector. As indicated below in section 8.1, there is no tradition in which the private sector supports the SCO/NGO.

Indeed, even the relationship of private sector with the business related NSA, such as the MSEs, and Chamber of Commerce is at a very rudimentary stage. Chambers of Commerce are often compelled to seek the support of NGOs and Multi-Bi-lateral donors, because the business community, the interest of which the former are advocating, could not contribute enough.

18.6 Resource mobilisation and trends in funding
18.6.1 Local resource mobilisation
When discussing local resource mobilisation, the methods that come to mind are: Public Collection, Contribution of members, Individual donations and running Institutional IGA schemes. Almost all informants seem to see public collection as a viable way of raising funds for NGOs. Public collection, for example, in the form of Telethon, have been practiced by the so called Regional (often ethnic based) development associations (RDAs), which are said to have the backing of the government. Other NGOs do not believe that they could use the Government owned Television for such fundraiser.

RDAs are also the only NSAs that collect membership contribution, which is estimated to be a large amount. All Government employees in the region are considered as de facto members of the RDA and are obliged to pay 1% of their salaries every month, in a manner that appears an imposition.

Private donation to charity organisations is not a common practice in the Ethiopian culture, even if the poverty situation might have not a constraining effect. In the case of Ethiopian Charities, as one informant noted, “there is the fear on the part of potential donors to donate for an
organisation which would be working on issues not very much liked by the government. The fact that the benefiting NGO is obliged to report the name of its benefactor makes the fear more real”. Although the CSP has allowed NSA to engage in IGA schemes, and this has initially been applauded by all, the guideline/directive issued later on made the exercise almost impossible. Thus, the NGOs operating in Somali, like most NGOs elsewhere in Ethiopia, seem to be condemned to depend on foreign aid and support.

18.6.2 Trends of funding
As already indicated, the Ethiopian NSA, especially the NGO sector has to almost fully rely on foreign aid due to the above mentioned factors. Indeed, one observes the same tendency even among the business related organisations, such as MFIs and Chambers of Commerce. On the other hand, the CSP has prohibited some NGOs (Ethiopian Charities and Societies) to access more than 10% of their budget from foreign sources. The Resident charities, though not legally forbidden to access foreign aid, only few could find this to be an easy task. One of the major reasons is said to be the fact that donors require NSA to develop programme/project proposals that would be stand meticulous scrutiny sometimes by professionals external to the donor agency, justifying the process by “the need to ensure global accountability”. The institutional/human resource capacity of many organisations falls short of meeting such a requirement.

However, although the requirement of the current funding programmes (EU-CSF, CSSP and ESAP II) is not much easier, many informants both from government and NGO sides appreciated the very availability of these funds and noted that many NGOs would have closed down without them. These funding programmes are praised for providing significant amounts of grants to a range of civil society partners, including consortia, resident charities, resident societies, Ethiopian charities, and Ethiopian societies. This is because two of these funds (namely CSF II and ESAP II) are categorised as domestic rather than foreign funds, and the smaller Ethiopian charities and societies are also fully eligible to apply for grants. The fact that the programmes fund business related NSAs as far as the latter submit convincing project proposals is also appreciated. Another aspect of the funding of these donors praised by all informants is the approach that brings together stronger organisations with weaker ones, as in the case of CSSP’s Programme Grant, whereby newer and smaller NGO would work with more seasoned ones and draw valuable lessons from the experience.

18.7 Focus on hard-to-reach
In Somali, as is common in other regions, target groups such as PwD, the Elderly, the Mentally Impaired, Addicts, Street Children, etc., are not given the attention they deserved. As indicated earlier (Sections 5), the multifaceted problems of rural population living in remote areas of the region also remained underserved.
More importantly, absolutely few NGOs work with hard to reach (socially marginalised communities) such as the Reir Barie and the Gaboye.

Responding to our question what the regional bureau of Education is doing to improve access to education among the Reir Barie, our informant stated “the Bureau is trying its best to help these groups access educational opportunities. But the people are not willing to learn, to send their children to school”. “There are several schools in kelafo, but few are benefiting from the opportunity”. This is a usual stereotypical response stated by dominant groups among communities where marginalised groups exist.

18.8 Limitations and challenges

18.8.1 Limitations and challenges – government perspectives

According to BoFED, the most serious limitation has to do with the loose relationship they have with the ChSA. “Although the ChSA is the owner of the work, it seldom is of any assistance in areas where we badly needed its guidance and directives. First of all it never gave us training, be it in introducing and elaborating the CSP 621/2009, or on skills development to enable us to handle practical issues”.

They noted that they are facing serious problems in terms of controlling whether the NGOs working in the region are complying with the 70/30 guideline, both during the former’s appraisal of project proposals, their monitoring as well as during renewal of licenses.

According to these informants, the guideline lacks clarity and is ambiguous in terms of determining what cost items are to be categorised as Admin costs and what are considered programme costs, but the Agency often criticizes them when they make decision as per their understanding. “Indeed the only time the Agency communicates with us is when it responds to our report often in the form of critique”. In general there remains a lot to be desired in terms of harmonizing the regional working process and making things more user friendly, which requires greater involvement of ChSA.

Some of the challenges included:

1. The line Bureaus have no budget for monitoring and evaluating NGOs’ performances and have to rely on the cooperation of the latter. But there is little cooperation on the part of NGOs to provide the necessary expenses (per diem) and vehicle for the purpose150.
2. One of our informants from the BoE also complained that the NGOs employ experts from outside of the region with huge salaries, while they could have hired local people with

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150 It is noteworthy that our informants from other Bureaus have also mentioned this “reluctance to cooperate” of NGOs as one of the challenges they often face. However, the NGOs say that since costs for evaluation and monitoring is categorised as admin cost, they are often constrained from doing regular monitoring of their projects, and they hardly afford to invest on mid-term and terminal evaluations, leave alone to cover expenses of monitoring and evaluation exercises of various government sector bureaus.
much lower salaries\textsuperscript{151}. This, according to this informant is to be rectified and the region has to devise means of restricting the trend.

3. Some NGOs whose projects have phased out become unwilling or reluctant to handover properties, especially vehicles, to the relevant bureaus\textsuperscript{152}

4. NGOs often fail to abide with the 70/30 guideline\textsuperscript{153}

5. Many NGOs fail to attend Taskforce meetings

\textbf{18.8.2 Challenges and shortcomings: NSA perspective}

All interviewees from individual NGOs as well as participants of FGDs were asked about the challenges they face. The responses of all were more or less similar.

These included the following:

1. The most formidable challenge is said to be related to the 70/30 guideline of the CSP. Informants stressed that the main problem does not lie in the allocation of 30\% of the organisations’ budget for Admin. It lies in the interpretation of what constitutes administration cost.

2. Though the emergence of regional networks and consortia at the initial stage of the enactment of the CSP was seen as encouraging development, the works of Consortia became constrained by the directives issued subsequently.

For smaller NGOs, getting access to funds from big donors is absolutely difficult

- High turnover of officials and experts in partner government bureaus has negative impact on NSA work. For example an NGO that has submitted its report on time, was accused of not reporting because the newly coming personnel didn’t know about the submission, since in Somali peaceful handing over of duties and responsibilities to succeeding personnel is a rare occurrence and there is little or no institutional memory.

- Even under normal circumstances, there is acute weakness in terms of documentation

\textbf{Recommendations}

1. The 70/30 rule is viewed by almost all NGOs as restrictive especially in relation to baseline studies, monitoring and evaluation, which are essential for making intervention. The government should reconsider and amend this directive.

\textsuperscript{151} Please note that the representative of the Afar BoH accused of NGOs for allocating very small budget for project staff, which he said results either in high turnover of staff or hiring less qualified/unqualified staff both of which have negative repercussions on the work, especially in the health sector

\textsuperscript{152} Some representatives of NGOs noted that the haste to appropriate the properties of NGOs with the excuse that the project life has ended emanated from the fact that the Bureaus often view NGOs in terms of projects rather than a partner organisation that may live much longer. Sometimes, they ask for the properties, while the NGO is trying to solicit funds to continue the project activities

\textsuperscript{153} However, our informant stated “since some issues concerning the guideline are ambiguous even for us, we often tolerate such misdemeanour”
2. The restriction on institutional IGA schemes should be relaxed to allow NGOs generate income locally and hence lay the ground for self-reliance in the long term.

3. Given the fact that enter- and intra-ethnic conflicts are hurdles for the development of the region, CSOs should be allowed to work on conflict research, prevention and transformation.

4. Government line bureaus should be instructed to be non-partisan and cooperative in their relationship with NGOs.

5. Regional bureaus should be supported in improving their documentation and institutional memory.

6. Government bodies and donor agencies should encourage and incentivize NGOs that intend to intervene in remote zones and woredas, among hard-to-reach community groups.

7. The funding approaches of CSFII, CSSP and ESAP II should continue and other donor agencies and Intermediary INGOs should follow the example. Particular emphasis should be given to supporting Ethiopian Charities and Societies.

8. NGOs that have their offices in Addis Ababa should give priority to people who speak the local language and know the culture when employing project personnel.

9. NGOs should exhibit more commitment and dedication to developing the culture of collaboration as well as establishing and sustaining networks (consortia).

10. NGOs should work closely with the region (plan their interventions together) in order to be needs responsive, ensure harmonization of efforts and avoid duplication.
19. Tigray Region

19.1 Overview of the region

Located in the Northern part of Ethiopia, Tigray is one of the nine regional states with a population of 4,316,988 based on the 2007 Census conducted by the Ethiopian Central Statistical Agency. According to the projected census of 2007, the annual population growth rate for Tigray is 2.52% which will make the estimated number of population in 2014 to be 5,072,460. From the total regional population, about 20.79% and 79.21% lives in urban and rural areas respectively. In terms of religion, 95.6% of the population are Orthodox Christians, 3.95% and 0.36% are Muslims and Catholic and Protestant respectively.

Tigray is boarded by Sudan in the West, Eritrea in the North, Afar and Amhara National Regional States in the East and South respectively. The total area of Tigray is about 53386 square kilometer. Administratively, Tigray is divided into seven administrative zones; namely,

1) Western
2) North-western Zone
3) Central Zone
4) Eastern Zone
5) South-eastern Zone
6) Souther Zone and
7) Mekelle Special zone.

It is further sub-divided into 46 (34 rural, 12 urban) districts locally termed as woredas and 763 Kebeles (702 Rural and 61 Urban tabias). Agriculture is the main means of subsistence in the Region, in which 85% of the population depends for subsistence.

The research was conducted in Tigray City, Mekelle, using both qualitative and quantitative methods. In addition to secondary sources, the research employed primary sources soliciting data through interview and focus group discussion. A total of 34 individuals selected from governmental and non-governmental organisations have been interviewed and one focus group discussion with 12 NSAs members was conducted. With a view of validating site data, a feedback session was organized and attended by 24 informants who took part in the interview and focus group discussion. This session assisted the research not only to get the general impression of the participants on the data but also to triangulate the different data collected from different sources.

19.2 Profile and distribution of NSA typologies

In terms of typology, the NSAs operating in Tigray Region can be grouped into six major categories as follows:

1) Client-based Charities
   • Regional charities
   • Ethiopian resident charities
• Foreign charities

2) Mass-based and development associations
• Women’s Associations
• Youth Associations
• Development Associations

3) Business-based membership organisations
• Cooperative Societies
• Micro and Small Enterprises
• Chamber of Commerce

4) Interest-based and rights advocacy organisations
• Ethiopian charities
• Ethiopian societies
• Professional associations
• Trade Union (branch)

5) Community-based organisations
• Community Care Coalition (emerging trend)

6) Faith based development associations

Table 59: Total Number of NSAs registered to operate in Tigray Region

<table>
<thead>
<tr>
<th>SN</th>
<th>NSAs</th>
<th>Registering Body</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Charities and societies in general</td>
<td>ChSA</td>
<td>720</td>
</tr>
<tr>
<td>2</td>
<td>Residents Charities</td>
<td>BoPF</td>
<td>67</td>
</tr>
<tr>
<td>3</td>
<td>Foreign Charities</td>
<td>BoPF</td>
<td>21</td>
</tr>
<tr>
<td>4</td>
<td>Consortiums (as registered)</td>
<td>ChSA</td>
<td>23</td>
</tr>
<tr>
<td>5</td>
<td>Consortium (active)</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>6</td>
<td>Local development associations</td>
<td>BoJ</td>
<td>116</td>
</tr>
<tr>
<td>7</td>
<td>Region-based charities working on the children, elders and persons with disabilities</td>
<td>BoLSA</td>
<td>259</td>
</tr>
<tr>
<td>8</td>
<td>Region based charities working on women</td>
<td>BoWA</td>
<td>11</td>
</tr>
<tr>
<td>9</td>
<td>Community Care Coalition (CCC)</td>
<td>BoLSA</td>
<td>802</td>
</tr>
<tr>
<td>10</td>
<td>Cooperatives</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Association</td>
<td>Cooperatives Agency</td>
<td>594</td>
</tr>
<tr>
<td></td>
<td>Unions</td>
<td>Cooperatives Agency</td>
<td>33</td>
</tr>
<tr>
<td>11</td>
<td>Small and Micro Enterprises (SME)</td>
<td>SME Agency</td>
<td>137,080</td>
</tr>
<tr>
<td>12</td>
<td>Business associations</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>City Chambers</td>
<td>BoT</td>
<td>42</td>
</tr>
<tr>
<td></td>
<td>Sectoral Associations</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
19.2.1 Charities and societies: numbers and categories

Different sources provide different figures on the total number of NSAs operating in the Tigray region. According to data from CSA, around 720 NSAs have been registered to operate in the region. However, the data from the regional Bureau of Planning and Finance (BoPF) provides a different figure, which puts the total number of charities having project agreement with the bureau to be only 88 of which 67 are registered as residents’ charities while 21 are foreign charities. The different sector bureaus of the regional state have difficulties of organizing data about the NSAs working with them, and this has aggravated the challenge of securing accurate data. REST and ACSOT conducted NSAs mapping study in 2011 but the study failed to provide the exact number of NSAs operating in the region. It is to be noted that it is rare for charities to operate without first having project agreement with regional BoFEDs, and hence the figure from the bureau safely represents the reality on the ground than the figure provided by the CSA.

In the 2008 mapping study there were 66 ongoing projects in Tigray region, and this number has shown an increase and estimated at 150. The Regional Bureau of Planning and Finance is in the process of collating data about the number of beneficiaries, number of projects, geographical distribution and project budget of NSAs having agreement with the bureau.

19.2.2 Region-based NSAs

Until 2011, the Tigray Bureau of Justice was in charge of registering local NSAs in the region, and there were a total of 462 NSAs registered by this Bureau. However, due to mandate restructuring of government offices, power of registration of NSAs devolved to different government offices, and accordingly:

a) 259 NSAs working on the elders, disabled persons and children transferred to Bureau of Labour and Social Affairs (BoLSA);

b) 11 NSAs working on women transferred to Bureau of Women Affairs;

c) 30 NSAs transferred to Federal CSA;

d) 72 NSAs transferred to Woreda Justice office;

e) 44 NSAS are still under Bureau of Justice; and

f) 46 NSAs dissolved voluntarily

This will make the total number of local NSAs registered at regional level to be 386. These are local NSAs operating in more than one woreda. Nevertheless, this number doesn’t include the new emerging communal form of NSAs called Community Care Coalitions (CCCs).

**Community Care Coalition (CCC)**. According to the report of the regional BoLSA, there are 802 CCCs operating at kebele level with the objective of providing support and care to the most vulnerable segment of the community such as elders, single mothers with children and the disabled that do not have enough support from their families. The support is provided by mobilizing resources from the community itself, to the extent possible, and from governmental
and non-governmental organisations. This approach was initially designed by World Vision in some parts of the region but since 2010 the regional government has taken and formalized the initiation. According to a study conducted by UNICEF, "their purpose is to serve as home-grown social protection committees accountable for putting in place community managed care for those who are unable or should not work, such as orphans, the elderly, disabled, or those who are sick."^154

The regional BoLSA has developed a guideline and accordingly the CCCs are chaired by kebele council chairperson. Each CCC is having 20 to 30 community members drawn from health extension workers, business community, police officers and those representing the elderly, youth, orphans, people with HIV/AIDS and the disabled. CSOs working in a particular kebele are also represented in the CCCs. The composition of their members as well as their legal status makes the CCCs non-governmental organisations although government support and involvement is relatively higher.

The CC has become instrumental in selecting beneficiaries and ensuring transparency.

"There is no charitable activity in the community without the knowledge of the CCCs which are in charge of selecting beneficiaries to the NGOs. This approach was developed by World Vision which gave us the required training, and then we took it" an informant from Tigray Bureau of Labour and Social Affairs."

19.2.3 Network of NSAs

According to the record from the CSA, 23 consortiums of NSAs have shown interest to work in the region of Tigray. However, there is only one regional network based in Tigray, Association of Civil Society in Tigray (ACSOT), which was established in 2007. ACSOT had 74 members but this number has dropped to 50 after the adoption of the CSP due to legal requirements. Its members are drawn from eleven clusters such as religious associations, mass-based associations, cooperatives, associations working on HIV, associations working on disabled persons and the elders, local development associations, cultural and environmental protection associations, community based associations and child welfare associations.

As commented by the different informant group including government officials, ACSOT is playing crucial role not only in bridging the gap between NSAs and the government but also mobilizing resource to its members.

There are also other thematic networks and forums such as Association of Tigray HIV Positive Associations, Tigray Partnership Forum and State Council Forum. The Tigray Partnership Forum on HIV has around seventy members drawn from governmental and non-governmental organisations, chaired by Bureau of Health and ACSOT being the deputy chair.

^154 Investing in Boys and Girls in Ethiopia; Past, Present and Future; 2012; P. 95
19.2.4 Mass-based associations

**Tigray Youth Association (TYA).** The Tigray Women and Youth Associations are the two active NSAs in this classification. The Tigray Youth Association (TYA) was established in 1984 and reregistered as Ethiopian Residents’ Society by the ChSA with the objectives of addressing the political, economic and social needs of the youth of the region. Following government’s administrative structure, the association is operational in all zones, *woreda* and *kebele*, and currently has more than 500,000 members. In terms of specific thematic areas the TYA is working on environmental protection, education, good governance, health and agriculture. Their sources of income are mainly from membership contribution, income generating activities and project donors and their average annual budget ranges from 40 to 45 million Birr. Each member is required to pay eight Birr per year, and the majority of their administrative cost is covered by membership contribution. Currently, they are implementing projects with the following donors: USAID, CSSP, ESAP2, PSI and Save the Children. In addition, the association is carrying out different IGA activities including leasing building space and running recreational centres.

The TYA and TWA actively participate in the political activities of the region as well. They have been accorded with observer status in the Regional Council which is the highest political body of the region. Accordingly, they are participating in the formulation of different policies, laws and budget issues. Although they don’t have a voting right, representatives of these associations can provide opinion in any legal or policy issues that may affect the interest of the youth and women.

Although there is no question on its legality, however, given the negative interpretation of the law by the ChSA concerning mass based organisations, there is little chance for the TYA to continue with the current legal status. The Agency is forcing such kind of organisations to change their legal status into Ethiopian society which will have a negative impact in accessing foreign fund. In fact, the youth associations in other regions such as Amhara, Benshangul Gumuz, were registered regionally and are not allowed to access foreign fund.

**Tigray Women Association (TWA).** This association also has a similar approach with the youth association except it was reregistered by the federal ChSA as Ethiopian Society with the objective of addressing the political, economic and social needs of women in the region. Though registered as Ethiopian Society, the association has been receiving money from foreign sources until 2013 and partnering with foreign international organisations in different projects areas such as health, HIV, food security, harmful traditional practices, climate change and education. The association has 700,000 members throughout the region and members are expected to pay 10 Birr annually, and provide voluntary services which are estimated in value of more than half-billion birr. The association is also implementing projects with the financial support of international donors. The average annual budget of the association ranges from 20 to 25 million birr without including the voluntary services provided by their members.

Concerning the contribution of the association to the MDG and GTP, an informant from the association stated that “the one-to-five grouping of women in the region is the result of our work which has played crucial role in reducing mothers’ and infants’ mortality. In this grouping, the
women are discussing their social, economic and political problems. The grouping has assisted
government to reach the women for their needs such as health, farming, education, etc.”

19.2.5 Human rights and advocacy NSAs
The study team has made efforts to identify NSAs specifically working on human rights and
policy advocacy. Except the Tigray Youth and Women Associations which claim working on
empowerment, no other NSA was found working on these issues. In fact even for the two
associations which are receiving funds from outside and registered as residents’ society, it is
legally impossible to work on human rights issues which are classified as political activities
which should be done only by using domestic resources. The Ethiopian Human Rights Council
used to have an office in Tigray Region which is closed after the adoption of the CSP.

19.2.6 Regional development associations (RDAs)
These can be divided into two broad categories: those RDAs which are operational in Tigray
region alone but mobilise foreign resources like Tigray Development Association and Relief
Society of Tigray, and those RDAs which are operational in Tigray region but use domestic
resources and focusing mainly in one woreda or zone like the Alumni Association of Agazi
School, Yiha Development Association. Those which are working only at Woreda level are
registered by the respective woreda Justice Office while RDAs which are working on more than
one woreda or at regional level are registered by the regional Bureau of Justice. RDAs which are
receiving foreign funds are within the jurisdiction of the federal government and hence registered
by the ChSA.

RDAs which are established based on domestic resources are declining due to financial
constraints as well as internal governance challenges. As commented by a senior official from
Tigray Justice Bureau, “these local development associations lack organized leadership, fail to
comply with the legal requirement of renewal and reporting of activities”. Another official from
the same office shares the this opinion and further stated that “the government’s focus is on those
mobilizing resources from outside and no due recognition and support are provided to local
development associations, and as result their leaders are frustrating and the associations are
suffering from financial constraints. Their number is declining every year”.

19.2.7 Business-related associations
Small and Micro Enterprises (SME). In Tigray region, there are 137,080 SME with 198,429
operators of which 49.9% are women. The SME are established in a form of business
organisation and receive different kinds of support from the government such as capacity
building trainings, availing money, providing manufacturing and marketing places. Bureaus of
Women and Youth Affairs are responsible to mobilise the youth and women to organize
themselves in SME. There are international donors supporting the activities of the SME such as
GIZ, KFW, WB and LED. The SME are organized in five major business areas such as
manufacturing, construction, urban agriculture and services and trade.
Cooperatives. Until June 2014, there were 594 cooperatives having 421,714 members established in the region with aggregate capital of 760,899,599 Birr. The different cooperatives form 33 unions at woreda level. The majority of the cooperatives engage in agricultural activities and retail trades.

Business professional associations. Unlike the federal level, the Tigray Regional Bureau of Trade and Industry doesn’t register business professional associations. According to the statement of the Deputy Head of the Bureau, “any kind of business related association is registered by the regional Chamber and Sectoral Associations, and there is no any other association registered by the bureau”.

Tigray Region Chamber of Commerce and Sectoral Association. Established in 2007, the Tigray Chamber of Commerce and Sectoral Association has a total of 26,406 members of which 42 are city chambers. The association which is also member of the Ethiopian Chamber of Commerce and Sectoral Association has signed memorandum of understanding in 2010 with the regional Bureau of Trade to establish a permanent dialogue forum with the government. Accordingly, bi-annual forums are conducted to discuss on issues which could not be addressed at zonal and city level. The association engages the government on issues such as tax, corruption, and other business related policies. Given its mandate, the annual budget of the chamber is too small (800,000 Birr) and the majority of its members are not committed to pay their membership fee.

“Some time we are asking the government to cover some of our cost particularly for the bi-annual forum. Although we are working for the benefit of the business community, there is lack of determination in supporting us. Out of 42 City Chambers only 10 have secretariat and the rest do not have permanent office, and hence carry out their activities through board members”. (An informant from Tigray Chamber of Commerce)

Mekelle City Chamber and Sectoral Association. Mekelle Chamber of Commerce and Sectoral Association (MCCSA) was established in 1992 and it is the founding member of both Tigray and Ethiopia Chamber of Commerce and Sectoral Associations. Currently it has 4150 members although the number of business organisations in the city is estimated at 20,000. Just like any other business association, MCCSA was established with the objectives of promoting and protecting the interests of its members, and hence it is working actively in areas of capacity building, business advocacy and certification of origin. Legitimacy and capacity of representation remains the key challenge of the association as it represents only 20% of the business organisation. As explained by one informant;

“In the city, there are around 20,000 business organisations but only 4015 are members of our association. This is so because of two reasons; lack of awareness and lack of confidence on the purpose of the association in defending the interest of its members. On the other hand the government is providing undue favour to unions, cooperatives and SME.” (An informant from MCCSA)
Consistent dialogue with the government on policies affecting the business sector is one of the key tasks of chamber of commerce. However, as explained by one informant, there is no formal and regular dialogue forum between the chamber and concerned government bodies. “They are coming to us only if there is a problem or during tax periods. We have submitted more than sixty business related issues to be addressed by the government but few were addressed and the majority left untouched”.

19.2.8 Faith-based development associations
There are different faith based development associations implementing various projects in the region. The Ethiopian Orthodox Church, the Ethiopian Catholic Church, Ethiopia Kalehiwot Church, Yehiwot Brhan Church, Ethiopia Meserete Kirstos Church and Ethiopian Interfaith for Development and Dialogue are among the faith based organisations that have project agreement with the regional Bureau of Planning and Finance. However, there is no Muslim faith based organisations that have project agreement with the Bureau. It should also be noted that it is the development wing of the religious organisations that are involved in project implementation.

19.3 Geographical and thematic distribution of projects
The study team has made attempt to make concrete analysis of the geographical distribution of projects of charitable NSAs in the region. However, absence of recent and well-organized data from the regional Bureau of Planning and Finance makes this effort very challenging. The team has tried to make the geographical analysis on zonal level projects based on the profile of ACSOT members. The document includes the profile of 33 NSAs having a total of 105 projects, and the following table shows the geographical distribution of these projects at zonal level. In addition, this document was prepared while the administrative zone of the Tigray region was six which is currently seven.

Table 60: Zonal distribution of NSAs in Tigray Region

<table>
<thead>
<tr>
<th>SN</th>
<th>Zone</th>
<th>No Projects</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Central</td>
<td>18</td>
<td>17</td>
</tr>
<tr>
<td>2</td>
<td>Eastern</td>
<td>18</td>
<td>17</td>
</tr>
<tr>
<td>3</td>
<td>North Western</td>
<td>13</td>
<td>12</td>
</tr>
<tr>
<td>4</td>
<td>Southern</td>
<td>23</td>
<td>22</td>
</tr>
<tr>
<td>5</td>
<td>Mekelle</td>
<td>24</td>
<td>23</td>
</tr>
<tr>
<td>6</td>
<td>Western</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>105</td>
<td></td>
</tr>
</tbody>
</table>

As the table shows, the majority (45%) of the charitable NSAs operating in the region are concentrated in the southern part which also includes Mekelle while the least favoured zone is the western zone particularly Tsegedie and Humera. The records from different sources indicate that the NSAs are working in different thematic issues such as health and HIV, care and support,
education, water, food security, agriculture, environment, women and youth empowerment and promoting members’ rights. When we compare the number of NSAs against the thematic areas, the majority of the NSAs are focusing on women and children, followed by health and agriculture. There is no charitable NSA working on human rights and democracy.

19.4 Resource mobilisation

The capacity of NSAs to mobilise resources is highly affected by their form of establishment, albeit existence of some common characters. Accordingly, separate analyses have been made to each type of NSAs to see their specific capacities and challenges.

Charities and Societies. These group of NSAs are playing important role in mobilizing resources to the region. According to the estimate of head of the NGOs Coordination Unit of the regional Bureau of Planning and Finance, the total mobilisation capacity has reached 2 Billion Birr.

Network NSAs. The only network organisation in the region, ACSOT, is mainly working on mobilizing resources to its members. Due to the requirement of the 70:30 Directive, the organisation is channelling its fund to members and only 10% remain for administrative activities.

Mass-Based Associations. As discussed above, these associations rely on different sources of income; domestic and foreign. The Tigray Women and Tigray Youth Associations have relatively large number of members who are committed to pay their membership fee. In addition, both associations are effectively using the voluntary services of their members which have high value in monetary terms. The Tigray Youth Association has engaged in income generating activities such as running recreational and ICT centres and renting building rooms. Both associations are also implementing projects with the financial support of international donors.

19.5 Contribution to the MDG and GTP

The majority of government officials interviewed for this study provide due recognition for the contribution of NSAs towards the achievements of the MDG and the GTP. Their contribution in areas where government cannot reach has been mentioned by the different informants from government offices. In regard to the contribution of NSAs, W/Michael W/Tsadik, Head of NGO Coordination Department at the regional Bureau of Planning and Finance states:

“The NGOs are in good track in addressing the needs of the community and covering areas where the government couldn’t reach. As a coordination office, we are evaluating their activities through different mechanisms including site visit, discussion with beneficiaries and through reporting. In all these activities, we found that the majority of the NGOs are performing well in areas of poverty reduction and addressing the needs of the community particularly in areas of access to clean water, health, education, etc.”

Other officials from the regional Bureau of Health, Education, Labour and Social Affairs share the above statement. “If we are using them, they are really helpful and have added value.
Weather it is big or small, they are mobilizing resources which can be added to our meager resource.” Fiseha, Bureau of Health).

On the NSAs’ side, several contributions both to the MDG and GTP were mentioned and the following are summary of the key contributions;

**Persons with disabilities.** Unfortunately disability is not included in any of the eight MDG goals, the 18 targets, or the 48 indicators. On the other hand, the Ethiopian fivers GTP provides due recognition for people with disabilities and it calls for a social welfare programme that focuses on protecting their rights and creating opportunities for their participation in the development process as well as political, economic and social activities in the country (GTP: 113). In this regard, the GTP also appreciates the role of non-governmental organisation together with the community and the government in the implementation of the social welfare programme. Accordingly, there are some NSAs in Tigray region working on issues of persons with disabilities. Tigray Disabled Veterans Association (TDVA), Women with Disability Development, Tigray Association on Intellectual Disability, Akabe Intellectual Disability Association and Ethiopian Centre for Disabilities and Development are some of the NSAs working on persons with disabilities. Representatives of these organisations mentioned the various contributions they have made to change the lives of their targets. An informant who is a woman with disability and leader of one of the stated organisation mentioned that “we brought perception change on the disabled persons themselves that they have rights just like any other human beings and they are not created only for begging, and hence they can go to school and get employed or do their own business”. (Genet Kidane, Director of Women with Disabilities Development Association)

**Culture.** Development of cultural and historical heritages have been identified among the priority list of the GTP (GTP 117). However, there are no many NSAs working on culture and historical heritage. Cultural Association of Tigray can be mentioned not only for being a pioneer but also for its concrete contribution towards the GTP. The organisation opened the first Art College in the region which is now under the administration of the government. It has also becoming instrumental for Mekelle University to open a Heritage Study Department. Taking lesson from the annual language symposium of the association, the Tigray Regional Government has established an independent Language Academy. Finally, the association has also played critical role for the return of 120 heritages aging 100 to 800 years.

**Maternal Health.** “I became a fistula patient in 1981 as result of a long and painful birthing labour which was made worse by my already malnourished body. I lost control of my bladder and rectum resulting in a leakage of both urine and faeces. In those days there was no medical help available in my area. Even when adequate fistula medical help became available it was still not possible for me to go and seek help, mainly due to lack of money and my bad smell from the leakages. I was socially ostracized and unable to earn my living and what is worse I lost four of my children. Thanks to the support from Mums for Mums my problem has been resolved and I became a productive person.” This is a testimony of a poor mother who was a patient of fistula
for more than 20 years and her problem was resolved through the help of a national charitable
association called Mums for Mums which has also assisted several poor mothers with similar
problems. It was the regional Bureau of Health which provided us the report with high
commendations while discussing the contribution of NSAs in the region.

Education, “From Das to Class”. Education is the primary goal of both the MDG and the GTP
and several NSAs are working on education and Tigray Development Association (TDA) is
among the front list. As records of the organisation show, TDA has built hundreds of primary,
middle and high schools, libraries and training centres in Tigray. Under the motto “From Das to
Class” the association able to construct 570 primary schools, 30 high schools and one special
high school for talented students.

Health, Traditional Ambulance. The association has introduced a free mobile ambulance
service. It has organized rural youths where there is no road access to cars to provide a free
mobile ambulance services for expecting mothers and patients. Handmade stretchers with a
canvas roof have been built and distributed, and the youths are using this tool to carry patients
and expecting mothers to the nearby health centre. Currently there are 15,000 organized youths
to provide such services.

Voluntary Services. Each year members of the Tigray Youth Association are expected to
provide 20 days free community services which has an estimated value of 6.7 Billion Birr.

Policy and practice influence. Through the ESAP2 project the Tigray Youth Association
managed to exert influence and change policy of local governments in areas of road, agriculture
and health services. “In Mai Woyni Woreda, we have identified 30 irregularities on the quality of
a road construction. First we communicated this to the woreda officials and then took the matter
to the regional Cabinet level where most of our comments were addressed. In areas of
agriculture, there were problems in the provision of pesticides and seeds which were not to the
required quality. In addition, the farmers had complaints on the model of the Farmers Training
Centre (FTC) arguing against their capacity to represent the local reality. After series of
discussions with concerned government officials the problems have been appreciated and the
government became willing to take corrective measures even in other areas. The regional
government gave us an assurance to take ESAP2 as one form of accountability tool”. (Redae
Gebreegziabher, ESSAP2 Project Manager, TYA)

19.6 Hard-to-reach
Societal challenges such as leprosy, mental disorder, autism and fistula have been identified by
the different informants as areas which lack due attention. Though the degree varies, problems
associated with elders and persons with disabilities have also been mentioned. Not only the
number of associations but also number of projects targeting these segments of the society found
to be very few as compared to other projects. In terms of distance, the majority of the NSAs are
concentrated in the southern part of the region where the regional city is located. There is also an
emerging trend for NSAs to be established and run by the target population themselves particularly in areas of HIV, elders and the disabled persons.

There are commendable initiatives taken by CSOs targeting the hard-to-reach groups. In this regard, Elsa Laeke (Director of Tigray Association on Intellectual Disability) states,

"For long, autism has not been seen as a societal problem which was left only for the family of the victim. Cognizant of the problem, we mothers of autists organized ourselves to address the challenges of autism. We provided trainings for the mothers on how to keep and deal with such kind of person. We did a successful lobbying with the government which has appreciated our initiative and established special and regular schools for the children. With the support of the government we secured land and opened a primary school for grade 1 to grade 3 students."

In addition, an organisation called ENAPALT has been carrying out a project targeting victims of leprosy. According to the Director of the association who himself is a victim, “leprosy was seen as a curse, communicable and with no medicine at all. Due to this reason we used to face high degree of marginalization and subjected to internal migration changing our names and identities. Now we are working on perception change for the society to accept us and economic empowerment of our members through different IGAs schemes.” (informant from ENAPALT)

19.7 Partnership with government

The degree and nature of partnership between NSAs and government actors vary depending on the type of the NSAs. Generally, NSAs such as mass based associations, SME, cooperatives and community care coalitions (CCC) have strong cooperation and support by the government. Some professional associations like teachers association and trade union as well as the regional Chamber of Commerce also have good working relationship with the regional government. On the other hand an informant from Mekelle City Chamber of Commerce and Sectoral Association expressed his dissatisfaction on the relationship of his office with the government as follows: “The government is looking for us only when they face some kind of problems and during tax period, and we don’t have a regular forum to address our concerns on the majority of the cases”.

Coming to charities, both residents and foreign, they are legally required to sign project agreements with sector bureaus and their activities are subject to review by these bureaus. The bureaus are mandated to monitor and evaluate the activities of charitable organisations. Here it should be noted that NSAs established in society and consortium forms are not required to sign project agreement as they are working mainly for the benefit of their members. Though few, there are good initiations by some government bureaus like the regional Bureau of Health and Bureau of Labour and Social Affairs in establishing strong working relationship with residents and foreign charities. The regional Bureau of Health has established partners’ forum with the NSAs which is chaired by the Bureau Head and a secretary from the NSAs.
“We are planning together, we share responsibilities, and we have biannual review meetings where we discuss our success and challenges. In as much as possible, we encourage them to align their plan with our plan so that we can have one plan, one budget and one report, and thereby avoid duplication of efforts. In addition, we have project review meeting on a quarterly basis. Previously the NGOs were used to seek for permission letter from our office to carry out certain activities which is now no more a requirement as we are planning together.” (an informant from Tigray Bureau of Health)

The regional Bureau of Labour and Social Affairs also have a strong and unique working relation with charitable NSAs working in areas of elders, children and the disabled persons. Apart from working the NSAs, the Bureau has a scheme of matching fund where it provides funds and technical supports to local NSAs. “In two rounds we have received a total of 420,000 Birr matching fund from the regional Bureau of Labour and Social Affairs” (an informant from Tigray Association on Intellectual Disability). In addition to these supports, the bureau has signed Charter of Citizen with the NSAs working with the bureau, and accordingly NSAs are encouraged to take part in the planning, implementation and evaluation of the activities of the bureau. Mekelle University has also been praised by several NSAs for implementing joint projects and extending financial support to small NSAs.

GO-NGO Forum. Chaired by the regional Bureau of Planning and Finance (BoPF), the GO-NGO Forum is serving as one form of engagement between the government and NSAs operating in the region. However, it was only in 2013 that BoPF was mandated to assume the responsibility of coordinating the activities of charitable associations which was previously the mandate of Bureau of Disaster Preparedness and Preparation now transferred under Bureau of Agriculture. Consequently, the GO-NGO forum has been found very week and inactive in addressing the pressing needs of the NSAs in the region although there are changes recently. The mandate given to BoPF in the GO-NGO Forum has also been found as one of the key challenges. Apart from coordinating the meetings and discussing problems faced by the NSAs, BoPF is not in a position of resolving the critical challenges as most of these problems require legal reforms which is in the hands of the federal government.

19.8 Funding situation

There is a mix of pictures concerning the funding situations in the region. First, the existing data from the regional Bureau of Planning and Finance concerning is not helpful to make trend analysis of the funding situation in the region as it has only data from 2013. Second, except few bureaus such as Tigray Bureau of Women Affairs and Education, the others do not have organized data on the list of their partners NSAs as well as the amount of money they are mobilizing. Some sector bureaus literally do nothing with the NSAs referred to their office apart from appraising their projects during entry stage. Third, the secretive nature of the NSAs themselves particularly international NGOs operating at the regional level to provide information on their budget was also another challenge to make objective analysis of the funding situation in the region. In the focus group discussion with the NSAs the following points have been raised.
Access to domestic resources: although the people of Tigray is benevolent to provide resources, the economic situation wouldn’t allow and it has been tired of different fund raising initiatives including by the government. However, there is no consensus on this issue as some NSAs argue the possibility of mobilizing domestic resource from the public in various forms such as voluntary work services. Still some NSAs associate the problem with the NSAs themselves that they lack the required capacity and skill how to mobilise such resources.

Support from private organisations: there are few private organisations which are extending funds to NSAs but the overwhelming majority do not have interest to support the activities of NSAs due to misperception. The private sector perceives the NSAs as entities with full of resources from foreign aid. A leader of one organisation mentioned the support its organisation has received from a private company. An informant state, “The owner of Hawassa Greenwood Hotel has covered our office rent cost for three years paying 5,600 Birr per month. He provided us with food supply for one year to feed the elders we are supporting”.

Experience in domestic resource mobilisation: except the Tigray Youth Association which have a building to rent and some other IGA activities, none of the NSAs participated in the focus group discussion has experience in domestic resource mobilisation either through IGA or fundraising through public collection.

Support from the government: there is an exemplary initiative by the Bureau of Labour and Social Affairs in providing financial and technical support to local NSAs. However, in the majority of cases government entities rather expect from the NSAs let alone to support them. The government could have supported the NSAs through various forms such as tax exemption on transactions, availing office spaces and allocating lands.

Requirements of donors: the stringent requirements of donors couldn’t assist new and emerging NSAs. It is rather enriching the strongest NSAs, which already have the capacity to compete for fund. In this regard high appreciations accorded to the CSF II’s and CSSP’s funding approach by CSOs. An informant stated, “Other donors should follow CSSP’s approach so as to include small and emerging NSAs, make their funding requirements simple and accommodative”.

Fund Monopoly: some informants also argue that the approach of the donors has created a tendency of fund monopoly where few government affiliated development NSAs are taking the majority of resources coming to the region. In fact there is also a counter argument, which rather appreciates the role of government-affiliated development NSAs in supporting small local NSAs.

Preference to International NGOs: local NGOs with limited capacity are often expected to compete for fund with experienced international NGOs. This has been affecting the capacity of local NGOs to access foreign fund and grow up in the implementation of projects.

Access to information: the majority of local NSAs do not have access to funding information, which is concentrated in the capital city of the country. Poor ICT infrastructure and the long distance of the region from the capital city have also been identified as challenges affecting the capacity of NSAs to access foreign fund.
Legal Impediments: significant number of government officials do not believe that the current legal framework has any impediment on the ability of NSAs to mobilise and use resources. On the other hand it seems there is a consensus among the NSAs on the critical challenge of the existing legal regime in resource mobilisation as well as utilization. The stringent requirements of the directives on IGA and Public Collection have been mentioned as challenges discouraging local NSAs to engage in domestic resource mobilisation.

19.9 Limitations and challenges

Several limitations and challenges pertaining to NSAs’ operations have been identified by the different informants. The following are summary of the key limitations and challenges. Although the NSAs have been contributing to the economic development of the region, they also have their own limitations as identified by the different informants.

Sustainability of projects: A significant number of government officials criticized NSAs projects for lack of sustainability. In this regard, an informant from the Regional Bureau of Agriculture states “we have areas like Ererb which have been supported by NSAs for more than 30 years and since my childhood. As their projects lack community support and alignment with government policies, they are not sustainable”.

Hard-to-reach: As commented by one government official from Bureau of Health, there is a tendency of concentrating in some places and lack of willingness to operate in remote areas.

Duplication of efforts: The NSAs lack integrated approach and they are not coordinating each other. Often same activity is conducted by different NSAs in the same intervention area. They don’t have a strong coordination forum where they can share roles and responsibilities and complement each other. They spent resources on piecemeal activities than joining their efforts for a sustained societal change.

Capacity limitation: The NSAs themselves appreciate their limited capacity in developing and implementing sustainable projects. Due to financial constraints, NSAs particularly the new ones couldn’t attract and retain qualified staff.

Attention to domestic resources: There is little or no effort by the NSAs to mobilise domestic resources, and still the attention is for foreign aid. The organisations lack experience in mobilizing such resources.

In addition to their internal limitations, NSAs are also surrounded by mounting external challenges. These challenges emanate from different sources including political, legal and economic factors. Below are some of the key challenges identified by the different informants.

Political willingness: Although there is commendable support and appreciation to the work of NSAs by local authorities, this couldn’t bring policy change towards the role of NSAs at the higher level. The general perception of NSAs as “rent seekers” by policy makers and higher officials has serious affected their constructive engagement for enabling legal environment.
**Accessibility of the ChSA:** The Agency has no regional branches and it is situated far from the region under study. No power delegation is made to the regional Bureau of Planning and Finance that coordinate the activities of NSAs operating in the region except for change of bank signatories. Accordingly, the NSAs have to travel more than 500km to get the services of the ChSA and incur transport and accommodation cost which is also considered as an admin cost.

**Legal impediments:** The classification of project and administrative cost which considers important project costs as administrative cost has affected the capacity of NSAs to cover remote areas. As mentioned by one informant, this is one of the reasons for NSAs to concentrate in and around cities. The requirements for IGA and fund raising are not encouraging to focus on domestic resources.

**Access to foreign fund:** Local NSAs operating in the region expressed their difficulties to access funds. They lack not only the information but also the capacity to compete at national level and sometimes with international NGOs. The requirements of donors found to be discouraging particularly for smaller and local NSAs.

**Recommendations:**

1) CSOs should work towards diversifying their funding bases including focusing on domestic resources;
2) CSOs should focus on collaborative approaches to avoid duplication of efforts as well as bring sustainable changes
3) The Federal Charity and Society Agency should consider delegating its mandates and powers to BoFEd to ensure its accessibility and minimize the cost of the CSOs
4) The government should consider the revision of the CSP in areas of IGA and public collection to support NSAs mobilise domestic resources
5) The government should provide preferential support to NSAs operating in remote areas
6) Donors should provide special attention to ensure their accessibility to fund and building the capacity of local and emerging NSAs operating in the region
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2. The Directive to Determine the Operational and Administrative Costs of Charities and Societies No. 2/2011
3. The Directive to Provide for the Establishment and Administration of Charitable Committee No. 3/2011
5. The Directive to Provide for Public Collection by Charities and Societies No. 5/2011
6. The Directive to Provide for the Liquidation, Transfer and Dissolution of Properties of Charities and Societies No. 6/2011
7. The Directive to Provide for Income Generating Activities by Charities and Societies No. 7/2011
8. The Directive to Determine the Particulars of the Audit and Activity Reports of Charities and Societies No. 8/2011

Policy Documents

1) Ethiopian Growth and Transformation Plan (GTP) 2010 to 2015
2) Ethiopian Plan for Accelerated and Sustainable Development to Eradicate Poverty (PASDEP), 2005 to 2010

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1) Universal Declaration of Human Rights (UDHR)
2) International Covenant on Civil and Political Rights (ICCPR)
3) International Covenant on Economic, Social and Cultural Rights (ICESCR)
4) The African Charter on human and Peoples’ Rights
5) African Charter on Democracy, Election and Governance