

Addis Ababa University
School Of Graduate Studies
Institute Of Regional and Local Development Studies

Contributions and Challenges of Amhara Development
Association to Community Development: The Case of Enemay
Woreda; Amhara National Regional State

By
Degwale Gebeyehu

July 2011
Addis Ababa

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ABSTRACT

Before 1980s, state was considered as the only actor of development, and development programs were developed from the top. However, state was not successful to achieve development as intended. After the 1980s, the shift of ideas about government away the national planning and state services towards bottom-up development. The state has enabling roles in which the function of government is to secure the conditions in which markets could operate more fully across a range of areas of social and economic life. After 1980s, the concept of development from below i.e. bottom-up approach was emerged in which citizens are participatory and development programs are comprehensive. Community development is a process whereby community members come together to take collective actions and generate solutions to common problems. It is a grassroots process by which communities become more responsible and organized to achieve development. That development from inside than from outside. For the realization of community development, a catalyst is essential. Catalysts are persons or a group of persons that energize the community to act cooperatively. They empower the community to do for themselves. This study attempted to assess the contributions and challenges of Amhara Development Association (ADA) to community development in Enemay Woreda. Issues of participation and empowerment; partnership; contributions of ADA and its challenges were analyzed. In order to explore and understand deeply the contributions and challenges of ADA to community development process, both qualitative and quantitative approaches were adopted for the study. Case study qualitative research method was employed in order to generate detail information regarding barriers of community participation in the programs of ADA, degree of partnership between ADA and other development actors, what ADA contributed in the woreda and whether the community duly recognized them, and the challenges ADA has to perform its goals properly. Primary data were collected using key informant interview, focus group discussion, documents, and personal observation. Secondary data were also collected from different books, journals, and bulletins. The data collected were described and analyzed qualitatively. The findings of the study revealed that the community members are not enabled to participate effectively in the identification, decision-making, implementation and evaluation of programs and projects. The participation of the community is mainly on contributing monthly and annual payments. The partnership of ADA with the government, the private sector and other CSOs is weak. The association had relatively better linkages with these agents only during the period of 2010. ADA has made some contributions for the community in its intervention areas of education and health though the community did not recognize the contributions. In its third intervention area - basic skills training, ADA has performed no projects. The association has many challenges that have created difficulties in its processes of achieving development. Among these, lack of adequate and permanent employees is the major challenge. Other challenges include lack of community awareness, ADA affiliation to ANDM, lack of finance, top down approach of service delivery, and lack of trust and accountability. In response to these challenges, ADA has contributed little to community development.

CHAPTER ONE

1. INTRODUCTION

1.1. Background

Before 1980s, development traditionally means annual increase in Gross National Income (GNI) at rates of 5% to 7% or more. To achieve this economic growth, state was considered as the only actor. The experience of the 1950s and 1960s showed that many developing nations did reach their economic growth rates but the level of living of the majority of people remained unchanged (Todaro and Smith, 2009:15). In the 1980s, several United Nations Agencies had come to recognize that mere economic growth does not indicate development. Quite often, government national income did not reflect the wellbeing of the majority of the people in a country (Mchombu, 2004:1).

Thus, mere economic growth does not mean development because it does not show the distribution of wealth. It fails to show the impact of this development on other social sectors, such as health, education and quality of life. Therefore, the goals of development have been gradually redefined (Pieterse, 1996:2).

After 1980s, development became to mean human development. An alternative development approach began to be used. This approach recognizes the importance of the well-being of all the people. The name for this approach is human development or people-centered development (Piterse, 1996; Muchombu, 2004). According to Piterse (1996), in people-centered development paradigm, people are not mere recipients of the fruits of development. Rather, they are important actors since development is made for them. As Piterse further stated, they have the ability to identify community problems and needs, plan and conduct activities together using available community resource. Therefore, this process leads to community development (CD).

Until the 1980s, state was considered as the only actor of development and development plans were planned at the national level. However, state was not successful to achieve development as intended. Therefore, after the 1980s, people-centered development has become emerged (Abegunde, 2009).

Community development is a process conducted by community members. It is a process where local people can not only create more jobs; income and infrastructure, but also help their community become fundamentally better able to manage change. Its concrete benefits such as empowerment and infrastructure, come through local people changing attitudes, mobilizing existing skills, improving networks, thinking differently about problems, and using community assets in new ways. Community development improves the situation of a community, not just economically, but also as a strong functioning community in itself (The Cabinet of the Government of Rwanda, 2008). In community development, the community itself engages in a process aimed at improving the social, economic and environmental situation of the community.

Community development process requires a catalyst that believes change is possible and is will to take the first steps that are needed to create interest and support (Frank and Smith, 2009). This study was conducted by taking Amhara Development Association (ADA) as catalyst. ADA was established in 1992 to getaway the people of Amhara Region from its development problems caused by natural and manmade factors. The association has established with three main intervention areas of education, health and basic skills training (ADA, 2010). Its objectives are participatory and promote collaborative working though the actual experience shows the opposite.

This study has conducted in Enemay Woreda. This woreda is one of the 18 woredas of East Gojjam Zone of Amhara Region. It covers 76,265 hectares of land and has *Woyna Dega* climate zone. Most of its population (86%) is engaged in Agriculture (Enemay Woreda Agricultural Office, 2011). The woreda has 95.5% health coverage (Woreda Health Office, 2011) 80.6% education coverage (Woreda Education Office, 2011). ADA has started its operation in this woreda in 1995. Its operation in this woreda is also based on three intervention areas: education, heath and basic skills training. However, no project is practically implemented in its third intervention area.

This study has the purpose of examining the contribution of ADA to community development process and finding out the challenges that it has faced. Issues of community participation and empowerment, ADA partnership with other development

partners, contributions of ADA to community development process, and factors that have challenging ADA are assessed.

1.2. Statement of the Problem

Since its establishment, ADA has scored tangible development results for Amhara Region in areas of health, education, road construction, natural resource conservation, training of rural women and youth (ADA, 2010). Until 2008, ADA constructed 103 primary schools. The association also comes up with the program of alternative basic education centers for those children who are unable to go distant areas and the program currently is included in education strategy of the region. Accordingly, ADA constructed 124 alternative basic education centers. Furthermore, it also delivered different school inputs and organize tutorial programs for female students. In addition to this, ADA has achieved good results in areas of basic skills training and health (ADA, 2010: 59-61). However, its contributions were not clearly known to the society and it has made little efforts to make overt the contributions other than stating simply as it has contributed more to the people of Amhara Region.

It has sound objectives and involved in development programs of the Amhara people. However, experiences clearly indicate that the issues of community participation, partnership, accountability of the association and its achievements are still questionable. In other words, community involvement in the design and management of development programs and projects is very little in that development programs are top down as opposed to bottom-up. In these regards, there is limited detail research and the absence of research publications and documentation that can provide sufficient evidence for the above argument. Hence this research proposes the role of ADA to community development through active community participation and strong partnership.

1.3. Objective of the Study

This study has the general objective of exploring the contributions of ADA to community development process, and to find out the challenges that ADA has faced to be efficient and effective catalyst in its programs. In order to attain this general objective, the study has the following specific objectives:

- ❖ to assess the degree of community participation from problem identification to evaluation of ADA programs,
- ❖ to assess the partnership of ADA with the government, the private sector, Governmental Non Governmental Organizations (GONGOs), and other CSOs in the study area,
- ❖ to investigate the major contributions of ADA in the study area ,
- ❖ to explore existing challenges that has faced ADA in community development process, and
- ❖ to propose possible solutions based on the findings of the study.

1.4. Research Questions

The general research question of the study is that: what are the contributions and existing challenges of ADA to community development process? Within this general research question, the study has the following specific research questions in order to answer the above specific objectives:

- ❖ Does the community of Enemay Woreda actively participate in problem identification, decision -making, implementation, and evaluation processes of ADA programs?
- ❖ Does ADA have partnership with the government sector, the private sector, GONGOs, and other CSOs in the study area?
- ❖ What ADA contributes in the woreda? Does the community duly recognize the contributions? Are they the priority needs of the community?
- ❖ What are the challenges that ADA has in its community development process? How and why the challenges have happened?

1.5. Significance of the Study

The findings of this research are intended to have the following significances:

- ❖ Helps ADA to understand the level of community participation in its programs and to identify the challenges that create barrier to community participation,
- ❖ Helps ADA to understand the recognition of the community towards the association,

- ❖ Helps the community to have belongingness towards development and development associations by correcting the gaps between them,
- ❖ Helps the leaders of ADA to understand its weakness and challenges and then to make corrective actions,
- ❖ Therefore, by strengthening the linkage between ADA and the community, it helps the community to have long-term vision on the development of their locality and makes them to participate dedicatedly in every programs of community development.

1.6. The Scope of the Study

From many development catalysts that can initiate community development, ADA has taken purposively due to the fact that little research has done regarding the effectiveness of such associations in achieving development.

The study is conducted in Enemay Woreda of East Gojjam, Amhara Region. From 18 woredas in East Gojjam, only one woreda was selected as a case in order to understand the problem stated above in detail. Enemay Woreda was selected purposively. The main criterion of selection was the experience of the researcher to investigate the motive of the community to involve in development programs of any transparent catalysts and ADA's weak leadership capacity to involve all the community in its programs. Focus group discussants were selected only from kebeles which have significant ADA intervention.

In this study community development is measured as a process rather than as an outcome. Therefore, the measuring variables are active community participation, empowerment, partnership and effective service delivery.

1.7. Research Methodology

1.7.1 Research Approach

Qualitative research is a holistic approach that involves discoveries (Creswell, 2003). It is also described as an unfolding model that occurs in a natural setting that enables the researcher to develop a level of detail from high involvement in the actual experiences (Creswell, 1994 cited in Williams, 2007; Creswell, 2007). According to Kenneth (2007),

qualitative research is important to promote understanding than explaining cause and effect relationships. Since the study has a general objective of exploring in detail about contributions of ADA to community development process and its existing challenges, qualitative research approach is applied. In addition to this, quantitative analysis is used in order to describe the study woreda and the contributions of ADA.

There are different research methods to conduct qualitative research. Creswell (2003) stated five methods of qualitative research: case studies, grounded theory, ethnography, content analysis, and phenomenology. Case study is a qualitative research method that the researcher explores in-depth a program, an event, an activity, a process, or one or more individuals. It is holistic, utilizes particular evidence and used to gather evidence in real-life context (Gerring, 2001). This study wants to explore the contributions of ADA in community development process in its elements of community participation and empowerment, partnership with different development actors, and effective service delivery. The study has also an objective of exploring the existing challenges that has faced ADA to perform its goals efficiently and effectively and what makes the challenges to be happened. Therefore, case study qualitative research method is appropriate and employed in this study.

1.7.2. Methods of Data Collection

The sources of data were both primary and secondary. Secondary sources were collected from different books, reports, working papers, journals, and bulletins. As Williams (2007), Creswell (2007), and Gerring (2001) stated, the primary sources of data in a case study can be collected through personal observation, interviews, documents, and artifacts. In this study, primary data were collected by using semi-structured key informant interview, focus group discussions, documents and personal observation.

Key informant interview with the woreda administration, ADA officials, religious institutions, CSOs and the private sector were conducted to investigate the effectiveness of ADA to integrate different development actors and the community in its programs. In addition, existing challenges of ADA are understood through this method. Key informant interview with school directors was also conducted to obtain data regarding ADA

contributions to the schools of the woreda. Focus group discussions again with customers were conducted to obtain community perspective regarding ADA, to measure its level of participation in ADA programs, and to investigate what ADA contributed to the community and to recognize whether their priority needs were considered.

1.7.3. Sampling Techniques and Procedures

The study had 18 key informants and 6 focus group discussions (refer Annex 9). Key informants are selected from the woreda administration, church leaders, ADA officials, kebeles administrators, school directors, GONGOs, CSOs, and the private sector. They are selected purposively based on their positions and involvement in ADA programs. The head of Enemay Woreda Administration, two ADA officials (the coordinator and the chairman are selected purposively from the total seven officials since they are the most important persons in ADA activities), all four CSOs leaders of the woreda, three Ethiopian Orthodox Church leaders and kebele administrators of three kebeles are selected. Further, from twelve primary schools that received school facilities from ADA, the directors of four primary schools were selected purposively since the researcher believes that they have adequate and relevant information for the purpose of the study. These primary schools are Telma Primary School, Edget Primary School, Hailu Yosedek Primary School and Enemay Primary School. The last key informant was one individual from the private sector of the study woreda. The person was selected purposively in that he was a government employee before four years and at present started his own business. The researcher supposes that including this person is important to get information about awareness of both the government employees and the private sector towards ADA.

Focus group discussions were conducted with the community of three kebeles that ADA has made relatively better development interventions. To avoid the dominance of the educated people over farmers (who are relatively less educated), the researcher made two focus group discussions in each three kebeles. One focus group discussion was made with government employees that included teachers, health extension officers, kebele managers and agricultural development agents in each respective kebeles. Each kebele had one manager, one agricultural development agent and two health extension officers. All these were included in the study. Other three members of the focus group discussion were

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teachers selected randomly - using lottery method. The other focus group discussion was conducted with farmers. As stated in Creswell (2003: 185), participants in qualitative research can be purposefully selected that will best help the researcher to understand the problem and the research questions. Therefore, the researcher established a focus group having seven members selected purposively based on their positions in the community and their involvement in development activities of the kebele. The researcher believes that making seven members for the focus group discussion is favorable to generate adequate information, to make it manageable in time and to follow up the discussion. The total number of people involved in the discussions was forty two.

The researcher assessed documents of both ADA and schools of the woreda to examine the contributions of ADA. In addition, documents from different offices of the woreda were assessed in order to get the profile of the woreda. The researcher also used personal observation in order to triangulate the data gathered from documents, key informant interviews and focus group discussions. School, school inputs, and health posts were observed and photograph was taken where it was possible.

1.7.4. Data Presentation and Analysis Methods

The data collected from key informant interviewees, focus group discussion participants and personal observations were analyzed qualitatively. After the data collection was concluded, the taped interviews were transcribed. The transcriptions were analyzed manually by coding the texts under various issues that were of interest in the study. This allowed the statement made by different respondents to be organized according to the particular categories of issues. The data in these categories was then synthesized to write up the various sections

1.7.5. Ethical Considerations

As Creswell (2003) stated, a researcher has an obligation to respect the rights, needs, values and desires of participants. Therefore, in this study the researcher gives emphasis on ethics starting from stating the problem to data analysis. The researcher clearly identified a significant problem and presented a rationale for importance. The purpose of

the study is clearly expressed to the participants. In order to establish trust and credibility for instruments, the researcher also specified the institution that sponsored this study.

Ethical issues were also considered during data collection and analysis. Before collecting the data, the researcher informed participants in clear and local language that can be clearly understood. Participants are informed about the right to participate voluntarily and the right to withdraw at any time; the purpose and the procedure of the study; the rights to ask questions, obtain a copy of the results, and have their privacy respected. Finally, the researcher started to collect the data after he has got full consent of participants. Ethics were also considered when the data were analyzed. The anonymity of individuals is protected by disassociating names from respondents. After analysis, the data are kept for a reasonable period of time and then discarded to make the data not to fall in to the hands of other researchers who might appropriate it for other purposes.

1.8. Limitation of the Study

This study was conducted by taking one woreda as a case. Therefore, the results cannot be generalized for other woredas. There was no adequate and compiled data about ADA in the woreda due to weak record keeping and lack of permanent employee for the association. In addition, the rural people could not provide appropriate information due to lack of awareness about ADA. Some informants were also not voluntary for tape recording. Since there was only one coordinator of ADA who is the only fulltime employee of the association, there was boredom for the coordinator to provide all appropriate information on time.

1.9. Organization of the Study

This study has four chapters. The first chapter is introduction that encompasses introduction, statement of the problem, objectives, research questions, significance of the study, scope of the study, research methodology, and limitations of the study. The second chapter deals with review of related literatures and conceptual frameworks. It defines and clarifies key concepts of development, community development, and its key elements. Chapter three deals with data presentation and analysis, and finally conclusion and recommendation is presented in chapter four.

CHAPTER TWO

2. LITERATURE REVIEW

2.1. Approaches to Community Development

There are many approaches of community development (CD), such as grassroots approaches (bottom-up) and top-down approach; or from expert approach to multiple approaches and inner approach; and from conflict to technical help, self-help and empowerment approach. However, this study considers the two dominant approaches used by Nikkhah (2009): top-down and bottom-up.

2.1.1. Top down Approach

This approach is based on the idea of Trickle-down economic theory holds that government policies that stimulate profits and growth among the largest businesses will eventually benefit the entire economy, including the economically depressed (Martin, 2008). Proponents argue that economic growth flows down from the top to the bottom, indirectly benefiting those who do not directly benefit from the policy changes. Their belief is that a rising tide floats all boats.

According to Turner (2007), the top down approach protects those with powerful interests, while avoiding discussion of dominant influences or the wider context. Priorities are identified outside the context of the community. For example, key stakeholders noted that the use of performance indicators by the commissioning organization was to assess technical qualification, including administrative competence rather than to identify the impact of indigenous action as a catalyst for social change. As Andy Turner further stated, in top down approach, development catalysts lack organizational capacity to listen and respond to the community local priority needs. Development efforts in Africa appear to have been significantly influenced by such “trickledown” mind-set. Hence, despite the good intentions and efforts of governments, churches, and other NGOs, Africa lacks behind the rest of the world in almost every index of development (Martin, 2008). As Martin Niboh further stated, top down approach of development efforts hardly come a long-term commitment: to educate and mobilize the community at the grassroots to accept responsibility to solve its problems; to

empower the community at the grassroots to develop the character, competence, and the tools needed to solve its problems; to connect the haphazard and isolated developments efforts into an integrated system for more effectiveness.

In top down approach of CD, the main activity of development is initiated by the government or authority. In fact, in this approach, everything is managed by government, and the community's members are passive. The top down approach emphasizes central planning (Nikkhah, 2009).

Need-based community development is a top down strategy in which service providers and funding agencies focuses on the needs and deficiencies of neighborhoods and villages. The main concern with the needs-based approach is a fostering of leadership that denigrates the neighborhood (Kretzmann and McKnight, 1996). In order to attract the necessary resources for the neighborhood, leaders are forced to exaggerate the severity of the problems. Rather than looking inward for solutions to community problems, leaders are measured by their ability to attract outside resources. Focusing on what the community lacks also takes a psychological toll on community pride. Citizens begin to believe what their leaders are saying and view themselves as unable to take charge of their neighborhood, creating a self-fulfilling prophecy. In this situation, citizens no longer view themselves as capable producers, but rather consumers of services. The negative results associated with the needs-based approach have led to the recent development of other approaches (Julie, 2006).

Experience has shown that top down approach of community development was not successful to alleviate poverty. Rather, it actually exacerbates economic inequities and injustice. In addition to natural resources and capital goods, human resource enhancement is essential to achieve sustainable development that enlarges the range of choices that ordinary people can make about their own lives (Robinson, 1994; Todaro, 1994). Moreover, even politically and economically deprived groups can reject agendas set for them by others. For reasons of development and justice, these deprived people, particularly women, youths, ethnic minorities and the destitute must have more power to shape their own lives (Schwartz and Deruyttere, 1996).

2.1.2. Bottom-up Approach

Bottom-up refers to local activity, driven from grassroots, rooted in the responses of indigenous communities enabled to help themselves (McNicholas and Woodward, 1999). Problem (challenge) identification is one key element of bottom-up community development. When felt-needs are identified by the indigenous people who actually feel the pain, indigenous (local) ownership of problem is established, community involvement is initiated, and indigenous leadership develops around meeting the basic needs of the people. According to (Christopher, 1999), in bottom-up community development, the following strategies are important: comprehensive community participation, motivating local communities, expanding learning opportunities, improving local resource management, replicating human development, increasing communication and interchange, and localizing financial access. Christopher further stated that as compared to top down approach, bottom-up approach is better to accomplish community development programs.

The bottom-up approach to community development is initiated and managed by the community for the community. Government and service providers play merely a supportive role as facilitators and consultants. In other words, the active role in the process of development is played or initiated by the community itself (Nikkhah, 2009).

The bottom-up approach emphasizes community participation, grassroots movements and local decision making (Nikkhah, 2009). In bottom-up model of CD, national and international NGOs are primary catalysts of change rather than experts from large bureaucratic institutions (including the state). NGOs have been identified as the preeminent if not sole, organizational forms that can implement the global commitment to 'bottom-up' development (Sangeeta K., 2004).

Unlike top down approach of community development, in bottom-up approach, the participation of people is vital in the process of development (Willis, 2006). International development agencies have come to rely up on community based organizations (CBOs) a great deal because they are seen as efficient and effective implementers of social and

economic programs such as mental health care, literacy and small scale income generation projects (Clark, 1997).

According to WB (1998) cited in Sangeeta K. (2004), in bottom-up development, grassroots organizations have the greatest support from all segments of the international development community for they are seen as the main catalysts that are working with actual communities and implementing development projects at the local level.

Asset Based Community Development (ABCD) is a bottom-up strategy of community development that drawing upon the best of what a neighborhood has to offer. ABCD shifts the focus of community development from “problem solving” to “asset building”. This approach involves identifying and tapping all of the potential assets in a community (Julie, 2006). Julie Wilke further stated that ABCD approach operates under the premise that neighborhoods can drive the development process themselves by identifying and mobilizing existing (but often unrecognized) assets, thereby responding to and creating local opportunity for positive changes. This statement of Julie very similar to the argument of CRWRC (2004) that community development catalysts should not take the control of the change process in that real development can be achieved when community members themselves making decisions regarding any activities affecting them. According to Bullen (2007), and Mathie (2000), ABCD is community-driven development rather than development driven by external agencies.

Kretzmann and McKnight (1996) and Page-Adams and Sherraden (1997) have demonstrated that community assets are key building blocks in sustainable urban and rural community revitalization efforts. These community assets include:

- The skills of local residents
- The power of local associations
- The resources of public, private and non-profit institutions
- The physical and economic resources of local places.

2.2. Conceptual Framework of Community Development

2.2.1. Community Development

Before talking about Community Development (CD), it is better to understand the concept of community. Community is a collection of individuals with a common interest or ties whether in close proximity or widely separated interests (Phillips and Pittman, 2009). It also refers to people who live within a geographically defined area and who have societal and psychological ties with each other and with the place where they live. That means community refers both people and place which emphasizes the relationships among people and between people and the place or locality in which people live (Worpole and Greenhalgh 1996 cited in Ignasio M., 2008).

CD has evolved over the past few decades in to recognized discipline of interest to both practitioners and academicians. However, it is defined in different ways. “Most practitioners think of CD as an outcome, physical, social and economic improvement in a community while most academicians think of CD as a process, the ability of communities to act collectively and enhancing the ability to do so” (Phillips and Pittman, 2009: 3). It is the process where individuals in the community joined forces to plan and take actions regarding community problems. They identify community problems and needs, plan and conduct activities together using available community resources (Hassan and Silong, 2008, Motherway, 2006:13). It also refers to a process whereby the efforts of individuals in the community are combined with efforts of government and non-government bodies to improve and developed community socially, economically and culturally. In this study, CD is considered as a process than an outcome in which communities identify their problems, find solutions and acting together to solve their problems and to improve their quality of life.

A major contribution of CD was the recognition that a city or neighbor-hood is not just a collection of buildings but “community” of people facing common problems with untapped capacities for self-improvement (Phillips and Pittman, 2009).

Since community refers both people and their ties, and geographic locations, one can understand that without people and a connection among them, a community is just a collection of buildings and streets. In this context, CD takes on the mantle of developing stronger 'communities' of people and the social and psychological ties they share. It can also be described as an involvement in a process to achieve improvement in some aspect of community life where normally such action leads to the strengthening of the community's patterns of human and institutional relationships (Mattessich and Monsey, 2004 cited in Phillips and Pittman, 2009:6).

All these concepts of CD focus on the process of teaching people how to work together to solve common problems other than waiting outsiders. It also implies an awareness of exploitation and operation. It is based primarily on the notion that people are capable of finding solutions to their problems (Higgins, 2010). It is the planned evolution of all aspects of community well-being (economic, social, environmental and cultural). "It is a process whereby community members come together to take collective action and generate solutions to common problems" (Frank and Smith, 1999:12). As Frank and Smith further stated, CD should be a long-term endeavor, well planned, inclusive and equitable, holistic and integrated into the bigger picture, initiated and supported by community members, of benefit to the community, and grounded in experience that leads to best practice.

As Frank and Smith (1999) explained, the primary outcome of CD is improved quality of life. Effective CD results in mutual benefit and shared responsibility among community members and recognizes:

- the connection between social, cultural, environmental and economic matters;
- the diversity of interests within a community; and
- Its relationship to building capacity.

CD is a planned process that requires certain prerequisites. Effective CD most often happens when a challenge or opportunity presents itself and the community responds; community members are aware of their power to act together to benefit their community;

change is taking place and CD is understood to be a positive approach to manage this change (ibid).

From the above prerequisites, one can understand that the community should be aware of challenges they faced and/or opportunities they have in their life. After that they are expected to perceive that certain action should be taken for that. After that, should the community waiting for others to act or should act by them? CD stems from the belief that the community itself has or is able to develop solutions to the issues and opportunities within the community, rather than waiting for someone else, community members believe in their own ability to take action. In addition to this, the community must understand that CD will bring about changes as well as address issues that have already taken place. Some of the changes will be anticipated, but others will occur as part of the process and may not be foreseen.

Although CD is a product of many elements, including changing in thinking, cultural beliefs, traditions ,etc the following indicators can generally be used to show the level of development and welfare in communities: an increase in social services such as good housing, health, education, nutrition, clean environment, and sufficient clean and safe water. In addition, an increase in income that enables families in a community to meet their basic needs and set aside savings could be another indicator of CD (The United Republic of Tanzania, 1994). In this study it is difficult to use all these indicators. This is because; the study focuses only on one actor of development, which cannot achieve everything overnight. The above indicators are cumulative results of the endeavor of the state, the CSOs, the market and the community. Therefore, in this study CD is considered as a process and is measured using the following key elements: active community participation, partnership between ADA with the government sector, the private sector and other CSOs and effective public service delivery by ADA.

2.2.2. Elements of the Conceptual Framework of Community Development

As stated by Burchill et al. (2006), Frank and Smith (1999), and David B. and Louis E (2003), CD process involves the following key elements:

- Effective community development catalyst,
- Community participation and empowerment,
- Partnership between the government sector, the private sector and CSOs, and
- Effective public service delivery

2.2.2.1. Effective Community Development Catalyst

Many communities have the characteristics that support CD and yet there is no CD initiative or plan in place. This is because; the conditions that support CD are not enough to initiate CD by themselves (Frank and Smith, 1999:28). A catalyst is needed to initiate CD. A catalyst for CD is an individual or group who believes change is possible and is willing to take the first steps that are needed to create interest and support. CD catalysts create a vision of what is possible. They ask questions and promote discussion among community members. By creating interest, energy and motivation for action, the catalyst makes CD to come alive. This does not mean that the role of the catalysts is implementing change on behalf of a community, but to accompany the community on its journey of self-initiated change (CRWRC, 2004). The role of the catalyst is “work with the community to empower them, not to do for them” (Chris, 2006:13).

CD catalyst can be government officials, non-profit organizations, business leaders, associations like trade unions, etc (Frank and Smith, 1999; Willis, 2006). This study was conducted by considering ADA as a catalyst for CD.

Having a catalyst by itself cannot be effective in community development process unless it builds its capacity. Capacity is simply the ways and means needed to do what has to be done. It is much broader than simply skills, people and plans. It includes commitment, resources and all that is brought to bear on a process to make it successful. Most often, capacity is referred to as including the following components: people who are willing to be involved; skills, knowledge and abilities; wellness and community health; ability to identify and access opportunities; motivation and the wherewithal to carry out initiatives;

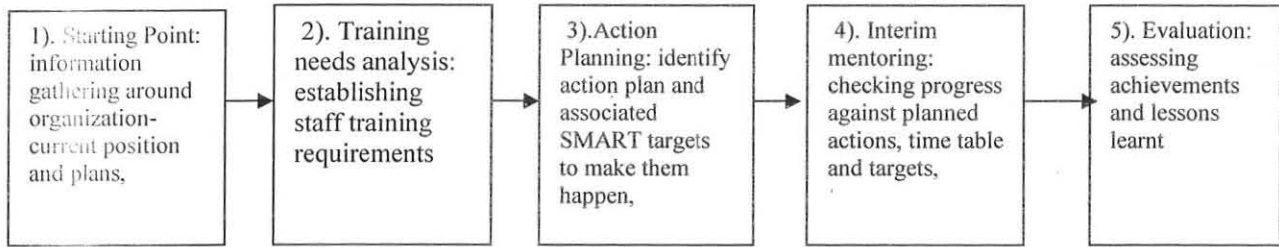
infrastructure, supportive institutions and physical resources; leadership and the structures needed for participation; economic and financial resources; and enabling policies and systems (Frank and Smith, 1999).

According to UNEP (2006:2), capacity building is “building abilities, relationships and values that will enable organizations, groups and individuals to improve their performance and achieve their development objectives”. Capacity building also refers to the process by which individuals, groups, and organizations improve their ability to set goals, make plans, perform their functions, monitor them, collaborate with others, and solve conflicts, etc achieve the desired results over time (Horton, 2000, Akrimi and Nibbering, 2008).

CSOs should also build their capacity regarding finance and managerial practices. Obtaining financial resources can be a major challenge for a CD initiative. This is particularly true when they begin the process. As they move to concrete action it usually becomes easier to find and secure funding from local financial institutions, investors, government programs, foundations and private sector sponsors, or from community members themselves. Organizations that need financial support are expected to clearly express what they want to do, why they want to do it and the benefits that will result from their action (Frank and Smith, 1999).

Finding financial support is only the beginning of the resource issue. Good financial management is also essential to maintaining the credibility of CD effort of CSOs. CSOs are expected to manage the money wisely as well as to get the maximum value or benefit from the resources that are available. They are expected to take care to make sound financial decisions, meet funding agencies' requirements for record-keeping, undertake a monthly assessment of their financial situation, and be open about the resources you have and how you are using them (ibid). Organizations should have to perform need assessment, make clear their objective and identify their capacities in order to improve the effectiveness of capacity building.

CSOs must evaluate their programs effectiveness in order to understand how much their projects solve the problems of the community. By doing this, they understand their strengths and limitations, so they can do better in the future. Development plans of voluntary organizations have the following stages:



Source: Chris, 2006

CSOs also can build their capacity by being accountable and transparent to the community. According to Brown and Jagadananda (2007), CSOs can insure their accountability using the following mechanisms: (1), **transparency**: enable the free flow of information between organizations and the community in decision making, performance and reporting. Reporting and disclosure systems and processes that enable information sharing among parties are central to an effective accountability relationship. Examples include audited accounts and annual reports made available to the community; (2), **participation**: enables the community to be involved the decision making process of the organization; (3), **evaluation**: make it possible for both the community as well as the CSOs to assess activities, outputs, outcomes and impacts. Monitoring and assessing results enables judgments about the success of organizational efforts in meeting its performance premises; (4), **Complaints and redress mechanisms**: provide vehicles for raising questions about CSO performance and for sanctioning failures to deliver on performance goals.

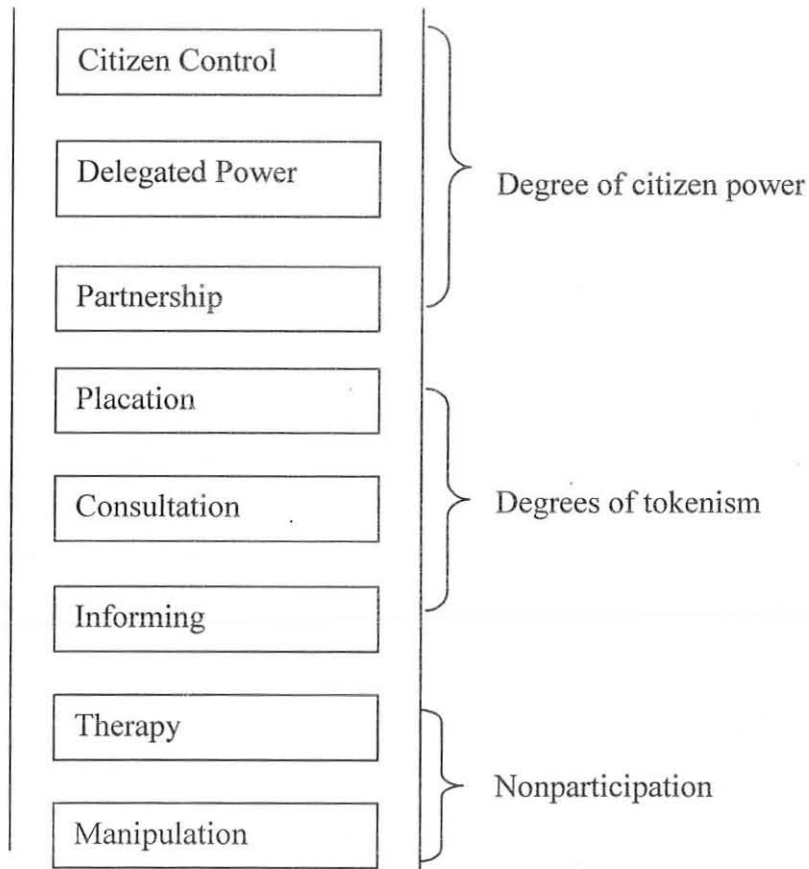
Voluntary organizations can build their capacity by building relationships (with both funders and other CSOs), work with the community than doing for them, managing expectations, take time to map the priority needs and act accordingly, and be patient (it may take time to change the habits of the community (Chris, 2006:13)

2.2.2.2. Community Participation and Empowerment

The term community participation is unclear. Because people may participate in a variety of activities such as political, developmental, cultural, religious, etc. According to the Collins dictionary (cited in Breuer, 1994: 14), the term participation refers to the process of taking part, becoming actively involved, or share (in). In this study, participation is to mean active involvement of people in the policies and programs of CD. Therefore, community participation refers to a process by which people are enabled to become actively and genuinely involved in defining the issue of concern to them, in making decisions about facts that affect their lives, in formulating and implementing policies, in planning, developing and delivering services and in taking action to achieve a change (Breuer, 1994; Jennings, 2000; Zadeh and Ahmed, 2010).

It ranges from simple information sharing to empowerment. Information sharing is equated with professionals giving information to lay people. Empowerment means providing opportunities and experience, to allow the community to be actively involved in the decision making about the programme (Rifkin and Pridmore, 2001). From this one can understand that community participation is best seen as a continuum, because this emphasises the importance of the participation process, rather than just the outcome. Even though there is no agreement in the definition of participation, most scholars agree that participation is a process than an outcome. This may raise a question of how to measure participation.

Traditionally, community participation has been assessed in quantitative, numeric forms for example, by asking how many people have come to a meeting or how many people have joined in a community activity. The dilemma however, is that presence does not indicate participation. People can come, but not have any commitment or understanding of what is going on. Before 40 years ago, Sherry Arnstein wrote about this situation. She offered an analytical visualisation called, 'ladder of participation'. The bottom step is simple informing of people, while the top step is citizen control that is empowerment. The mid-way, where partnership begins to develop, the degree of participation moves from mere tokenism to degrees of citizen power (Arnstein, 1969).



The Ladder of participation

Source: Arnstein, 1969

The bottom two steps, Therapy and Manipulation, are classified by Arnstein as non-participation. Citizens are asked to be involved in order to gain legitimacy for what the government or other vested interests want to do, make them feel better about the situation that they have not actually affected. Community development catalysts run CD projects without listening to local people's opinions.

The next two steps, Informing and Consultation involve one way communication from the professional staff to the residents, passive data collection by the professionals, and participation in the process without true access to staff resources to empower citizens. Placation involves small improvements or concessions by the sponsoring agency. While certainly not ideal, placation is better than nothing at all. The last three ladder levels, Partnership, Decentralization, and Citizen Control, contain true (active) citizen

participation. Power is shared between neighborhood organizations and the community. To differing degrees, the power to control a local program is either extended in a conditional, and legalistic way or else held by the community organization. While community involvement in the middle rungs of the ladder is acceptable, the formation of social capital most readily occurs at the top levels of engagement. From the ladder of participation, one can understand that the highest level is citizen control over programs that affect their life. This is a level where active participation is found which leads to empowerment. Therefore, empowerment means citizens control of their life. As Luttrell and Quiroz (2009:1) stated, empowerment is “a power within that comes from self realization, self perception, and self consciousness which can lead to inner-transformation for a person to become or have self-confidence”.

Empowerment is also refers to community capacity building to have control of their life. The local community should have training, information sharing and consultation strategy, access to resources to solve their problems. No one is without capacity but often there is a need to develop it. What is important to realize is that the heart of capacity building is people. Community capacity building is helping the community to help themselves (Chris, 2006).

Therefore, community participation is the core element of development. It is the ‘magic bullet’, that will ensure improvements especially in the context of poverty alleviation. It has continued to be promoted as a key to development. Governments, the United Nations agencies and NGOs, consider participation as critical to programme planning and poverty alleviation in people centred development (World Bank, 1996; Olayele, 2010; Breuer, 1999).

Participation is also important in order to understand local contexts, to define local priority needs and then it becomes easy to make plans and programs to meet these needs of the community. Any development actor, be governmental or non-governmental should consider the priorities of the community. “When people from outside the community take control of the community change process, the result is dependency. Change happens, but not the kind of change the communities were hoping for” (CRWRC, 2004:1). CRWRC

further stated that this is not to say that governments and development organizations do not have a role to play. However, they must continually remind themselves that real development happens only when community members make decisions and take action to achieve their own vision for community transformation.

Therefore, any development actor should involve the community in their program formulation, implementation and evaluation. The community should have also access to any information that can affect their live.

2.2.2.3. Partnership

Partnership is two or more organizations working together to accomplish something they cannot do on their own. The effectiveness of organizations for development depends on their leaders' initiative and capacity to establish linkages and networks well beyond the frontier of the community. These linkages and networks enable community organizations to moderate the adverse effects of market failures and insufficient government outreach on the livelihoods of their members (Tamarack, 2004).

Leaders of CSOs, however, cannot fully exploit their potential without an enabling institutional environment, which is most often not in place (IFAD, 2009). Partnership is a good vehicle for building sustainable community development processes and structures (Frank and Smith, 1999; Chatterton and Style, 2001; UNESCO, 2005). CSOs should coordinate to deliver services effectively. However, according to Clayton et al, they “notoriously are weak in coordination. In relation to service provision, however, this is essential to ensure that CSOs do not duplicate each other’s efforts or concentrate all their efforts in the same geographical areas” (Clayton et al., 2000:16). CSOs, which have partnership, have a variety of advantages. As described below in more detail, partnerships can help CSOs to secure new or additional resources to support the work, to develop expertise to address more complex social, economic and environmental issues, or even to develop stronger credibility and links with other organizations (Tamarack, 2004).

As stated by Farnk and Smith (1999); Navruzov et al. (2000); Coriderio-Guzman (2008) and Tamarack (2004), partnership has the following benefits:

- ❖ **Greater credibility:** greater support for the organization's work because of their association with certain organizations, therefore, they can get funds easily from donors.
- ❖ **Expanded resources:** organizations can generate together more resources from sales and products or services.
- ❖ **Improved skills and knowledge:** – extra insights, experiences and capabilities that the people in a CSO do not have themselves
- ❖ **Expanded networks and relationships:** – strengthening or establishing new links with different communities and stakeholders
- ❖ **Better alternatives to conflict:** addressing an issue in a productive way

Therefore, one can understand that CD is an inclusive process. Community members with a shared vision and a sense of belonging to their community usually initiate the community development process. It is important, however, to note that the process includes the wide range of **interests** (i.e. economic, social, and environmental) and **organizations** (i.e. government, labor, business, social services) that are part of the community.

Therefore, CD requires partnership between different institutions such as the local government, community social services (like church, mosque), community residents, the private sector, communication and media, etc (Frank and Smith, 1999; Navruzov et al., 2000).

Their followers trust churches and mosque. Incorporating such institutions is important to hold the community for CD. This is because; religious leaders are trusted and respected in communities throughout the world. Religious leaders, along with their well-established networks of volunteers and community groups, have the potential to promote and sustain positive changes in the social norms, attitudes, and behaviors that affect development (USAID, 2009).

According to Frank (2005: 50), CSOs should give due consideration to the following points to perform successful partnership:

- ❖ Leaders who believe strongly in the partnership and demonstrate this belief.
- ❖ Multiple forms of communication to keep all stakeholders-staff, board members, funders, and clients-up to- date on plans, problems and benefits of the partnership.
- ❖ Face-to-face communication with partner organizations in the form of meetings, trainings, parties, and other forums to build trust and understanding among staff members.
- ❖ Flexibility — even in the best-planned partnerships, an understanding that unforeseen issues will arise, mistakes will be made, and alternative paths identified.
- ❖ Early evidence of benefits to assure everyone that they are on the right track.

2.2.2.4. Effective Public Service Delivery

When CSOs perform all the above elements of community development, they become successful in the provision of services for the community. It is effective because, their programs are supported by the community, and other actors. Therefore, projects that consider the local conditions can be adopted. CSOs provide social services like education, safe drinking water, health, infrastructures, housing, etc. These services become acknowledged as they are provided by the CSOs and the CSOs become clearly recognized by the community, the government, the private sector, and other CSOs. This create strong tie between different development actors and the community. Therefore, CD comes in the long run.

CHAPTER THREE

3. DATA PRESENTATION AND ANALYSIS

The findings of this study has been presented and analyzed in five parts: background information of the study, community participation and empowerment, partnership of ADA with other development actors, contributions of ADA in Enemay Woreda, and challenges of ADA.

3.1. Background Information

3.1.1. Description of the Study Woreda

Enemay Woreda is one of the 18 woredas of East Gojjam Zone in Amhara National Region State. It is bordered by Dejen Woreda in the South, Debay Tilatgin Woreda in the West, Enarj-Enawga Woreda in North and Shebel Berenta Woreda in the East. It has 25 kebeles and Bichena is the administrative center of the woreda which is located at 265 kilometers far from Addis Ababa in the North, 225 kilometers from Bahir Dar, and 103 kilometers from Debre Markos-the zonal capital in the West.

The woreda covers 76,265 hectares of land. Of which, 46,245 hectares (60.63%) is used for agriculture; 11,179 hectares (14.65%) for construction; 10,440 hectares (13.68%) for grazing; and 3,048 hectares (4%) is covered with forest. 4,448 hectares (5.83%) is fertile while unutilized; and the rest 905 hectares (1.20 %) is totally unproductive (Enemay Woreda Agricultural Office, 2011). The weather condition of the woreda is categorized in to three zones: *Woyna Dega* (88%), *Dega* (7%) and *Kolla* (5%).

Based on figures of the Woreda Statistical Office (2010), in 2007 population census, the woreda has a total population of 188,447 of whom 93,418 are men and 95,059 are women. Among this, 161,937 (85.9%) people live in rural areas and the rest 26,540 (14.1%) live urban areas. With an average landholding size of 0.25 hectare, the majority of the woreda's population (85.9%) is engaged in agriculture. The principal livestock reared in this woreda include 89,657 (39.28%) cattle; 85,014 (37.25%) sheep; 22,283 (10%) donkeys; 19,559 (8.60%) hens; 2,098 (0.09%) horses; and 188 (0.08%) mules (Enemay Woreda Agricultural Office, 2011).

The woreda administration has made every effort to avoid illiteracy. Of which, education is made to have to access all children who are unable to go distant areas through alternative basic education centers¹ (Woreda Education Office, 2011). The education coverage of the woreda at the dawn of 2011 is 80.64%. The woreda has also formal schools of 61 primary schools, 1 secondary school and 1 preparatory school.

The total health coverage in the woreda is 95.5%. The woreda has a total of 27 health posts and 7 health centers (Enemay Woreda Health Office, 2011). Though the coverage in the health sector is 95.5%, there are health posts and health centers that do not have adequate laboratories, sufficient rooms, and other materials such as delivery gown and surgery glove.

The coverage of safe drinking water is 51.9% in urban areas and 61.8% in rural areas. The coverage in rural areas is relatively better than urban areas since international NGOs especially Sweden International Development Agency (SIDA) make significant water supplies in rural areas (Enemay Woreda Water Development Office, 2011).

ADA has started intervention since 1994 in different woredas of the region to minimize the problems of the community together with the government and other development actors

3.1.2. Profile of ADA

There is no consensus on the founders and nature of ADA. However, many of the people argue that ADA was established by some officials of Amhara National Democratic Movement (ANDM) (Clark, 2000; Certilli et al. 2001; Zekaryas, 2010). It was established on May 1992 to get away the people of Amhara from its development problems caused by natural and manmade factors. It focuses on health, education, basic skills training and other development activities (ADA, 2010).

¹ Alternative basic education centers are non-formal schools built for those early age students who are unable to go far distances. Such schools have levels from grade 1 up to 3. After completing grade 3, students will join grade 5 of regular schools by jumping grade 4.

It was established with the vision of reducing poverty and backwardness in Amhara Region through community participation and cooperation with other development partners. To realize this vision, it has a mission of focusing on the development endeavors of the Amhara people in areas of health, education, basic skills training and other development activities through community participation and by mobilizing resources from members, supporters, donors and other sources. In addition, ADA has established with the objectives to; 1) alleviate poverty and backwardness of the Amhara people by promoting health, education and other infrastructure services, 2) promote and support all rounded development efforts of the Amhara people to attain self-reliance by providing financial, material and technical assistance, 3) collaborate with governmental and non-governmental organizations working to improve the livelihood of Amhara people, 4) encourage investors who are particularly interested to invest in economic and social sectors of the region, and 5) preserve and protect the natural, historical and cultural heritages of the Amhara people, and enrich their language and national identity (ADA, 2010). The document revealed the following issues as strategic goals of ADA: to give basic skills training on the basis of professionally undertaken training need assessment; undertake basic adult and child education programs to mitigate the prevalent illiteracy in the region; increase the coverage of primary education and improve the quality of secondary education; encourage youth and women's participation in social and economic development; give basic health care and community based reproductive health services.

These objectives of ADA are in line with the concept of community development. This is because, as stated in the conceptual framework part of the literature, community development has elements of active community participation, empowerment and making partnership with other development partners. Looking at the above paragraph, the fourth objective and the fourth strategic goal clearly shows open environment of the people to involve in development programs of the association. In addition, the second objective and the first strategic goal prove that ADA programs are inclusive of community empowerment. Its third objective also shows that ADA would have to cooperate with different development partners. Let their practicality, ADA objectives are not contrary to the concept of community development.

ADA has General Assembly, which is the supreme organ that decides on the overall direction of the association. The assembly assigns the Board of Directors which has thirteen officials: the chairman, vice chairman, director and secretary, and ten board members (ADA, 2010).

ADA's head office is located at Bahir Dar, capital city of Amhara Region and has branches at zonal and sub branches at woreda level. It is operating in all woredas of the region. It has also some offices in other regions of Ethiopia- liaison offices in Addis Ababa, and few offices abroad.

ADA has adopted people centered strategy by which people who are the bases for development use their internal capacity when they are educated, healthy and equipped with training and hence it focuses on intervention areas of education, health and basic skills training. In addition, ADA works on environmental protection, construction of roads and food aid to the community. For instance, during the year 2004, it planted about 22,000 trees in Bahir Dar Zuria Woreda to protect the area from land degradation. In the year 2005, it also provided 2,095 quintals of maize for 13,966 people who were food insecure (ADA, 2005).

A glance at the financial sources of ADA revealed that it gets financial assistance from the people of the region, national CSOs, international NGOs, multilateral and bilateral organizations, embassies and financial institutions. Increasing source of finance determines the expansion and quality of development to be made by ADA. Thus, in the Third General Assembly of ADA held in 2002, decision was made to open a way for private business organizations, governmental and nongovernmental organizations to become supporters of ADA. Such organizations support ADA in financial, material and/or technical aspects annually or semi annually (ADA, 2005).

New system of managing money- "70 to 30" was introduced in 2003. That is, from the total money mobilized, 70 percent is for the development of the woreda from which the

money is collected. The rest 30 percent is for the other developmental activities of the association at regional level (ADA, 2005).

Starting from 1995 to 2010, ADA has made significant contributions in different sectors especially in education, health and basic skills training. In education sector, it constructed 103 formal primary schools; 124 alternative basic education centers; 7 libraries; distribute different education inputs (like reference books, chairs and tables) and assisted students at low standard of living to attend primary and secondary education. In the area of health, it constructed health posts and toilets; distributed different health care instruments to hospitals of Amhara Region; has made family planning, malaria and HIV/AIDS protection services. It has made also significant contribution in basic skills training, road construction, and natural resource conservation areas (ADA, 2010: 184).

In order to minimize the problems of the community in Enemay Woreda, ADA has been intervening in areas of health and education since 1995.

3.2. Community Participation and Empowerment in the Programs of ADA

Community participation is vital in community development process. It ranges from simple information sharing to empowerment. Community can participate by giving finance, labor and other materials. However, as Miranda (2007) stated, community development process could not be effective unless all the community members participate in decision making activities that affect their life.

3.2.1. Community Participation

CRWRC (2004) stated that community participation is important to understand local contexts, define community priority needs and then enables the community members to make plans and programs to meet their needs. The community can participate in development activities through financial contribution, problems identification, decision-making, implementing and evaluation of development projects (Miranda, 2007). Through these ways, the community can become major development actors. However, data collected from all key informants and focus group discussion participants revealed that

the community members are requested to participate only through financial contribution. This finding of the study contradicts with what is stated in ADA (2010) that ADA has programs that allow the community to participate actively in areas of voluntary membership, problem identification, decision-making, implementation and evaluation of projects. This shows that ADA does not engross the community actively in its programs.

Participation in Problem Identification

Problem identification is the first step in community development process. There may be many problems in one area. However, what is important is the courage of the community to solve the problems. The results of data collected from focus group discussion participants revealed that the community knows its problems and they believe that change is possible if ADA and other organizations become development partners. This is a good stepping-stone in community development process as CD is possible only when the community believes in that change is possible (Frank and Smith 1999). However, mere believe in change is not adequate for community development process to be effective. Catalysts of CD should have to coordinate the community and mobilize its resources and create better linkages with different development actors to solve the problems. Focus group discussion participants and key informants have confirmed that ADA did not make public meetings to sort out community problems, identify causes, and propose solutions. The community members do not participate in identification of their problems which is a great challenge to address real problems of the community. In other words, development process could not be feasible unless the community themselves articulate its problems (The Cabinet of the Government of Rwanda, 2001). Data from focus group discussion participants revealed that ADA did not consider the priority needs of the community due passive community participation in identification of locality needs. From this, one can evidently argue that CD becomes unrealistic when development actors determine what the problems of the community are. In other words, if ADA cannot enable the community to identify its problems, how the community becomes active participant in decision-making activities to solve the problems? Since ADA itself decides on the problems and made decisions without involving the target community, the community members are in the processes of adapting dependency than working cooperatively for

development. Regarding this, CRWRC (2004) argued that when people from outside the community take control of the community's fate, the result is dependency. That means, even if change happens, it is not a kind of change that the community is hoping to attain.

Participation in Voluntary Membership

As stipulated by Fuller (1996) and The Cabinet of the Government of Rwanda (2001), all the community members should have a chance to participate in development of the community. However, ADA is not inclusive. As stated by key informants and focus group discussants, the only members of ADA are those who pay monthly and annual payments. Currently, ADA has 38,790 members in Enemay Woreda which implies that not all community members have joined. This finding of the study corresponds with the finding of Clark (2000) that "Regional Development Associations are self-help in its loose sense claim that all residents of specific region are members. However, the actual size of membership does not support the claim." Urban dwellers (non-government employees), court and police officials and staffs are not members while other government employees and farmers are dominant members of ADA. The data collected from key informants and focus group discussion participants prove that not all these persons become members willingly. Here one can raise questions of why some section of the community is not voluntary to pay and what makes the government employees and farmers to pay monthly and annual contributions?

As explained by key informants from ADA, urban dwellers are not members not because they are not voluntary, but due to lack of proper management of ADA to incorporate these people. They are asked to pay five birr when they seek kebele identification card. One individual from the private sector of the woreda agreed that this improper system of collecting money affected the smooth relationship between ADA and the urban community. He further stated that urban dwellers are voluntary to participate in every development activities if ADA would have been created awareness about itself and its goals. This result signifies that ADA does not identify who it is and what its objectives are to incorporate these people in its programs. This shows that ADA does not use its opportunity to obtain ideas and concepts from urban community in order to adopt and implement projects. Relatively speaking, the urban community (especially

businesspersons) have better financial capacities, and hence paying no attention to these sections of the community resulted closed opportunity of the association to acquire finance from them. In addition to this, community members of the woreda are not coordinated to solve their problems, which is a great challenge in community development process. Regarding to this, Fuller (1996) argued that without the coordination of all the community members, community development becomes impossible.

In the same vein, court and police officials and staffs are also members of the community that do not join ADA. Key informants from ADA emphasized that these sections of the community do not pay not because they are not involved in the programs of ADA like that of urban dwellers, but due to their distrust of the association and relegate it as corrupt and unaccountable to the public. These sections of the community view ADA as not accountable to the community which does not create an opportunity to access to information to create transparency. They also associated ADA with ANDM. This finding of the study corresponds with the finding of African Civil Society Forum (2007) that internal accountability is one of the main challenges of CSOs in Africa. From this, it is possible to say that before being eligible for any representation, CSOs have to be accountable for the people they purport to represent. This finding of the study also shows a need for having periodic public meeting prepared by ADA with the target community and other development actors to share experiences and respond to emerging questions.

Government employees and farmers are dominant members of ADA. Government employees pay two birr monthly and farmers five birr annually. Interview made with four school directors and focus group discussion participants of government employees revealed that some employees do not understand as there is deduction from their salary for the payment of ADA. This is because the payment is deducted from payroll and no receipts are given to them. Those who recognize as there is deduction for ADA payments highlighted that the payment is not on voluntary basis and they do not have power to refuse monthly payments. This is because of the following reasons: Firstly, the monthly payment is two birr that is deducted from payroll and refusing this insignificant amount of money is shameful practice. Secondly, they believe that opposing this payment will

result loss of job, promotion, transfer, and other benefits. Thirdly, there is lack of transparency and accountability of the association to the community. However, according to the data gathered from key informants from ADA and the woreda administration, the payment is based on free will; no one was deprived of job related activities by refusing the payment. However, employees asserted that they have fear of losing their jobs and deprived of other opportunities because of most workers of ADA are officials of the woreda and have some political positions.

Participants of focus group discussions stated that farmers are contributing annual payments though they do not understand the nature of the payment (voluntary or not). So they understand the payment as mandatory and inescapable since all mandatory and non-avoidable payments of the woreda including Red Cross payments, Sport payments, and School guards' payments are levied together with ADA payments. In the same vein, focus group discussion participants of this section of the community indicated that when lotteries are prepared to collect revenues, it is obligatory to buy them. The focus group participants of Yekebe Hana Kebele explained this situation by raising a case that the shops of some people who refused to buy a Ten-birr Lottery of 2010 were closed until they buy the Lottery. One member of the focus group is the one whose shop was closed and testified what the group concluded.

The above data demonstrate that different sections of the community have different reasons to contribute payments to ADA. This suggests that the community members are not clearly informed about the nature and purpose of the payment. While arguing the necessity of this, Fuller (1996) stated that development cannot take place through force and order unless all actors including the community participate actively and purposefully. As stated by Chris (2006) and David and Louis (2003), development catalysts should work together with the community than doing for them. Catalysts should not do the actual work rather should focus more on organizing the involvement and direction of the community members. However, the finding of this study disagrees with the above idea of scholars in that ADA does not enable the community to participate in decision making activities.

Participation in Determination of Monthly and Annual Payments

As stated in the literature part, the community should be enabled to become voluntarily involved in every decision-making activity that affects them (Breuer, 1994; Jennings, 2000; The Cabinet of the Government of Rwanda, 2001; Zadah and Ahmed, 2010). However, the data collected from all key informants and focus group discussion participants revealed that members of the community are excluded from participating in the affairs of ADA, and they do not have any say on programs and projects that affect their lives. Top officials of ADA at regional level decided the amount of payment. The woreda administration has argued the reason by claiming that determination of payments at regional level is important to make fast decisions and no one will pay unless the payment is decided from the top.

However, the top-down approach in making decisions about the amount of payments affected community development process in the following way: it affected ADA not to mobilize adequate finance to run its development projects. Key informants and focus group discussion participants argued that two birr monthly payment of the government employees and five birr annual payment of the farmers is too minimal. They stated that the community is capable and cooperative to contribute more money if the association clearly states its goals and opens its door for the community in every aspect. CD is made possible by mobilizing the resources of the community (The Cabinet of the Government of Rwanda, 2001). However, the finding of this study revealed that ADA does not mobilize sufficient financial resources due to weak leadership capacity of ADA to involve the community in any affairs that affect their lives. Because of financial limitation, ADA did not perform magnified activities using the money mobilized from the woreda. This in turn created a challenge for ADA to perform choppy activities that made its contributions to be vague. In addition to insufficient finances, determination of payments from the top affected the motive of the community as effective development partners.

Participation in Decision-making, Implementing and Evaluating ADA Programs

Local Communities can and must play a leading role especially in reducing poverty and community development process. The other institutions involved in development process should work in partnership with the local communities in order to attain the expected outcome of CD. This is because, as clearly explained by The Cabinet of the Government of Rwanda (2001), CD is an inter-active process where all community members will analyze their environment; define their individual and collective needs and problems; design plans to meet their needs and solve problems; implement those plans by drawing the resources of the community; monitor and evaluate the implementation of the plan.

However, the results of this study revealed that ADA has involved the community passively in decision-making activities of its programs. As explained earlier, their participation is passive and usually limited to paying monthly and annual payments. Every decision is made at the higher tier of administration without the participation of members. ADA at regional level decided what will be done, where and when it will be, and then decisions passed down for the sake of implementation. The community members have not a say in the decision making process of ADA programs be it at regional and/or woreda level. Some decisions come from the regional office of ADA. Even decisions made at the woreda level are made by the committee of ADA without the involvement of the community. This shows that the community never had an opportunity to exercise its powers in decision making activities in the affairs of concerning their own development. There is no decentralized decision-making power to the people, which contradicts with bottom up approach of CD in which people at the village level would initially formulate and implement development plans. The findings also show that there is one-way communication from the top (region and woreda) to the bottom (the community). When the community members are denied an opportunity to identify the problems and make all key decisions, they simply become convened for informational purposes. However, as clearly explained in the literature part, community members know more about themselves where they live, what they want, and what is best for them than outsiders.

This finding also pointed out that the community has simple information sharing which Arnstein (1969) stated this level of participation as simple tokenism that no true participation is existed. Without true community participation, it is difficult to understand local contexts, define community priority needs, and then make plans and programs to meet the needs of the community. Programs are planned at the top and the community members are simple beneficiary of the fruits of development that make them dependent and not to exercise CD by their own. This finding coincides with the statement of Miranda (2007) that community participation in contributing money, materials and labor; consultation on a particular issue; and delivery of services is passive collaboration. That means, without true community participation (participation in decision making), there is obviously no partnership, no development and no program which can leads to failure in community development process. As the findings of this study clearly shows, the community is simple beneficiaries of the fruits of development in that ADA is a provider of everything and the community plays a role to “wait and see”.

3.2.2. Empowerment

As stated in Arnstein (1969), and Breuer (1994), empowerment is the highest stage of participation. According to David and Louis (2003), it is giving the community authentic voice in decision-making and the means to achieve goals. In addition, to be empowered, the community should have trainings and open access to information. The local community should be trained in networking, CD education, community capacity building and leadership. In addition, the community members should have access to every activities of ADA that affects their life. However, the findings of this study show that there are no trainings and information sharing to the community and no annual reports are given regarding the overall activities of ADA. In addition, community leaders are not included in the committee of ADA. The only persons who are near to the community and relatively have better participation in the programs of ADA are kebele administrators. These bodies are responsible to transmit information from ADA to the community. Concerning this, three kebele administrators of Enemay Woreda illustrated as they are not enabled to participate in the annual meetings of ADA. Rather, they act as payment collectors from farmers. The details of the annual meeting of ADA committee are

reported to the zonal branch of ADA and not to the community. The coordinator of ADA has a responsibility to inform kebele administrators regarding the amount of money that they are expected to collect from the dwellers of their respective kebeles. However, information about what was done and what will be in the future is not accessed to the community.

This proves that the community has no open access to information regarding revenues and expenditures; plans, programs and projects that were implemented in the previous years and its outcome; and programs and projects made for the working year. When information regarding these activities is accessible, then the community could understand their strengths and weaknesses; identify what was done and what is left and therefore becomes motivated to fill the gap. In addition, open access to information is important to consolidate transparency and accountability of development catalysts. On the other hand, absence of open access to information discourages the community for further participations in developmental activities and affects the linkage between development catalysts and the community. In other words, when there is weak linkage between the community and development catalysts, then it is impossible to achieve CD. Because as stated by Frank and Smith (1999), though the community has the characteristics to support CD, a catalyst is needed since the community themselves cannot initiate CD.

In addition to having open access to information, the community members should have also trainings to build their capacity. Community capacity building can be made through basic skills training. This intervention area of ADA has projects such as training of farmers in modern agriculture; construction; entrepreneurship; experience sharing of merchants and basic vocational training of unemployed youth. However, according to the data collected from key informants and the focus group discussants, none of these projects are implemented in the woreda due to manpower and finance limitations of ADA. In the perspective of CD, basic skills training are essential element. This is because; other two intervention areas, education and health are services that are delivered by ADA though the community members are expected to participate in the process of delivery. However, basic skills training enable the community members to build their capacity to do other developmental activities by themselves. Therefore, this area of

intervention is important to empower the community in general and articulates CD in particular. Chris (2006), CRWRC (2004), and Frank (1999) articulated this idea by stating that the role of the catalysts is to empower the community rather than doing for the community in that the community should not be mere recipients of the fruits of development. Vis-à-vis this idea, Tenge (2009), in his study of community development explained his notion as follows; “if we give you cassava every day, you will go hungry when we are not there. It is better that we teach you how to farm cassava, and if you do it yourself, you will never go hungry”. This indicates that community development process requires active participation of all community members that leads to empowerment which in turn enables them to do every activity by themselves without waiting outsiders.

3.3. Partnership between ADA and other Development Actors

Community development process is a participatory activity that includes multiple actors. Among these, local government; the private sector and CSOs are the major ones. As stated in David and Luis (2003), collaboration and synergy is important when problems exceed the capacity of one community development organization. As presented in the commencement of this chapter, the woreda has many problems that are difficult to solve by the effort of the woreda government alone. Therefore, there is a need to have coordination between and among the woreda government, the private sector and CSOs. Making partnership is a good vehicle for sustainable community development. However, coordination is possible when leaders have commitment to do so. In the same vein, Tamarack (2004) argued that making collaboration depends on the ability of leaders of development catalysts.

There are GONGOs and CSOs in Enemay Woreda which include Amhara Women’s Association (AWA), Amhara Youth Association (AYA), Teachers Association (TA), Dima HIV/AIDS Victims Association (DHVA), religious organizations and Self-help groups like *Idir*². Having partnership between these organizations, the woreda government and ADA is important to establish a common vision and moving to genuinely collaborative working. In other words, partnership between these development

² *Idir* is a burial association for mutual support in relation to death

agents has a critical role in developing coherent service provision and achieving sustainable community development.

However, the results of the data collected from key informants selected from ADA officials and the leaders of the above organizations demonstrate that the partnership of ADA with different originations and private sector of the woreda is too weak. Concerning this, key informants from the above stated associations stated that though there is no regular and well anchored partnership that ADA has with such associations, it financed projects prepared by the later. This lack of joint working resulted in lack of progress in delivering sustainable economic, social, and physical regeneration, or improved public services that meet the needs of local people.

According to data from their respective heads, AYA; AWA; DHVA and TA have roles very similar to the intervention areas of ADA. The goals of AYA and AWA are related to basic skills training. On the other hand TA and DHVA have similar goals with the first and the second intervention areas of ADA; education and health, respectively. To have a greater chance of success, these organizations should work cooperatively, reallocate resources and bend their mainstream programs to tackle issues that really matters to the community. Without strong linkage among organizations, it is difficult to set out the vision and priorities for the area agreed by all parties, which is necessary for community development process. Due to the absence of strong linkage, the community members of Enemay Woreda do not fully utilize their capacity for their locality development, and ADA could not achieve its goals effectively. As presented and discussed in the coming section (3.5), one of the challenges of ADA is lack of adequate finance which have been minimized if it had strong linkages with different development actors. As stated by Frank and Smith (1999), this is because linkages enable associations to get funds easily from donors. In addition, linkages enable the finance of CSOs to be invested for the same goal and can reduce duplication of efforts (Clyton et al. 2000).

In addition, religious institutions and *Idir* have important role in community development process. As stated by USAID (2009), these institutions are effective to coordinate the community members and mobilize their resources for development. The results of data

collected from key informants of three Ethiopian Orthodox Churches (EOCs) and ADA confirmed this argument by stating that the church had a great participation in ADA Telethon of 2010 in creating public awareness, educating and coordinating their followers for development. However, as the above informants clearly explained, though EOC and *Idir* had such significant roles, their roles were not long lasting that they did not participate in any programs of ADA before the 2010 Telethon and after too. Such institutions have strong social ties with the community. Therefore, having linkages with these institutions can enable ADA to win legitimacy from the general community of the woreda. For this reason, it is possible to evidently argue that there is a need to engross these institutions permanently in the programs of ADA by incorporating them as committee members of ADA at woreda level. Because of the absence of cooperation between ADA and these institutions, the former does not mobilize adequate resources from the community. In addition, it does not create awareness about itself, and has weak linkages with the general community, which affected community development process.

As stated by the key informants, ADA has better linkage with the woreda government. Government bodies assist the association in planning, decision-making and implementation of plans. Due to lack of permanent employees for the association, government employees fill the vacuum though this approach has again its own drawbacks for the association itself. The committee of ADA at woreda level is nominated from employees of the woreda government. These nominees have a power on the community and hence the plans of the association can be easily implemented. This is because the community gives recognition to woreda officials and accepts what the officials say. This explanation of key informants has a tendency that the community gives recognition to the power of woreda officials than their effort for community development process. While arguing the necessity of this, Fuller (1996) stated that true and sustainable development cannot take place through force or order, but it will naturally happen when all actors equally and democratically participate and share their ideas, visions, and responsibilities to steer and implement their community or village development.

One of the challenges of ADA is lack of permanent employees. As expressed above, the Woreda officials are workers for ADA. As stated by the key informants, the main

problem that ADA suffers due to making linkage with the woreda government is the political image of the community towards the association. Due to this, they use names ADA and ANDM alternatively.

3.4. Contributions of ADA in Enemay Woreda

The results of the data collected from the study participants and field observation revealed that ADA has made some contributions in the Woreda in its intervention areas of education and health.

3.4.1. Education Sector

Construction of School

ADA has constructed primary school in Addis Alem kebele in 1996. The school has two buildings with four classrooms (one store house, one staff room and one toilet). In addition, ADA also constructed resident houses for teachers. Teachers, students and other members of the school community clearly understand that the school is constructed by ADA since there is a logo of ADA at the get of the school. This enables ADA to have a good image in the eyes of the school community. During the focus group discussion of government employees of Addis Alem kebele, three of the group members stated that they only hear the contributions of ADA before, but now they observed this personally when they were employed in this kebele. From the focus group discussion, no ADA official that comes to the place and observes how the building looks like. The focus group discussion participants added their comment that the officials should have to come and see the building and should renew it if possible.

Figure 1: Primary School of Addis Alem Kebele



Source: Field observation, 2011

According to the focus group discussion with farmers, the dwellers of Addis Alem Kebele have a problem of water and high school respectively. As the participants stated, they had not participated when the primary school was constructed. However, they understood the contribution of ADA since there is statement that can indicate the school as it was constructed by ADA.

Providing School Materials and Facilities

ADA has provided school inputs such as reference books, tables, chairs, and blackboards. ADA provided a total of 24,000 birr to twelve primary schools (2,000 birr for each) in the woreda for the purpose of purchasing reference books. Regarding this, the directors of three primary schools (Edget, Telma and Enemay) acknowledged that their respective schools received 2,000 birr from ADA to purchase reference books. As they further stated, there is no seal or any remarks on the books bought through ADA. This proves that the school community who uses these references could not know by whom these books are contributed. This circumstance made the contributions of the association too vague and disregarded. From the researcher's observation in the three primary schools, the reference books are there in the libraries.

Figure 2: Some Reference Books of Telma Primary School contributed by ADA



Source: Field observation, 2011

ADA also has contributed 9,886 birr to Belay Zeleke Secondary School for the acquisition of tables and chairs in 2005. As examined from the documents of this school, a total of 13 tables and 29 chairs were acquired. However, since there is no remarks on tables and chairs, no indication by whom these materials were donated. In addition, in 2008, ADA also delivered 25,000 birr to Hailu Yosedek Primary School for the purchase of facilities such as tables, chairs, and blackboards. Abayneh has confirmed that ADA contributed 25,000 birr and the money is utilized for its purposes stated above. Like that of other contributions, these tables and chairs also do not have any inscription that demonstrate by whom these were contributed.

Assisting Disabled Students

Key informants from ADA officials have stated that ADA has made some contributions for such students by providing 5,000 birr in three primary schools of the woreda for the purpose of buying education materials (such as books, exercise books and pens). These schools are Hailu Yosedek Primary School, Dima Primary School, and Yetmen Primary School.

Constructing Teachers Association Office of the Woreda

ADA has provided finance when the office of Teachers Association was built. The head of the association confirmed that ADA has provided 10,000 birr in 2007 when the office was built. Hence, it is possible to argue that at least teachers in the woreda should have to know this contribution of ADA. However, as the head further explained, teachers do not have any knowledge on the contribution since this contribution has done partially and no one announced this contribution.

Figure 3: Teachers Association Office of Enemay Woreda



Source: Field observation, 2011

Facilitation of Alternative Basic Education Centers

Key informants from ADA stated that ADA has made 13, 000 birr contribution for three kebeles of the woreda (Telma, Endeshignt, and Sekela) for the construction of alternative basic education centers.

3.4.2. Health Sector

Construction of Health Post

ADA has built the health post of Yekebe Hana kebele in 1998. From the researcher's own observation, this health post is found in the stated kebele. However, no placard (logo) that specifies by whom the health post was built. As a result, from the focus group discussion with the government employees of Yekebe Hana kebele, no government employee understands by whom the health post was constructed. Due to the absence of any notice around the health post, they do not know as it was built by ADA.

The community was not participating when the health post was built. The priority needs of the community were road and high school respectively not health post. Due to road problem, the socio-economic activities of the community are hampered especially during the summer season. In addition, the kebele does not have high school and hence students are obligated to discontinue their education after they completed grade eight. As the group further stated, even the health post is not equipped with facilities and materials such as sufficient rooms, delivery gown and surgery glove. From this data, it is possible to say that development catalysts may contribute something to the community. If the community does not understand their contribution, their effort to development cannot be effective. ADA has made some contributions to the community though the later does not understand its contribution. As stated in the previous sections, though the community does not fully participate in decision- making activities of ADA, they are at least participating in contributing monthly and annual payments. Hence, they want to see the fruits of their contributions. However, due to weakness of ADA to publicize its contributions, most of the community members feel that ADA has made nothing in the woreda. As a result, the community does not have trust and confidence in ADA. The community members become discouraged when they feel that they are not benefiting from their financial contributions that they have made to ADA. This condition negatively affected the development of the community by weakening the self-esteem of the community in achieving development in cooperation with development catalysts.

Figure 4: Health Post of Yekebe Hana Kebele



Source: Field observation, 2011

Renewing Health Post

ADA has renewed and fenced Mahibere Birhan Health Post in 2009 which costs 8,000 birr.

Figure 5: Mahibere Birhan Health Post



Source: Field observation, 2011

Toilet for Telma Primary School

According to the interview with ADA Officials, ADA has contributed 10,000 birr in 2009 to construct toilet for Telma Primary School. However, from the researcher's observation, the toilet is not there in the place stated. The director of this school confirmed that ADA contributed 10,000 birr after the request of the school to build the toilet though it is not yet constructed since the money was not adequate. As opposed to this, the focus group discussion with the government employees of Telma Kebele stated that ADA did not contribute 10,000 birr. They recognized that this 10,000 birr was the contribution of the Woreda Education Office. However, the director of this school stated that this misunderstanding is resulted from the fact that the money was contributed through the Woreda Education Office.

This shows that ADA does not make supervision whether the money is properly utilized for the planned project. Without evaluating projects, it is difficult to understand the previous mistakes, the current situations and the future opportunities and challenges. Lack of proper supervision can also lead to misuse of money. As the findings of this study clearly show, ADA has made contribution though it does not announced its contributions to the community. The findings confirmed that the Woreda ADA³ has made contributions through financing projects, and the finance is given through the heads of the woreda offices, mostly health and education offices. This might be a major challenge of the association in that its contributions are failed to be acknowledged and recognized. Since the community members could not understand the contributions of the association, they supposed that ADA has contributed nothing in the kebele as well as in the woreda. As a result, the confidence of the community to achieve development through its participation and cooperation with ADA might be diminished. As stated in the literature part, without the confidence of the community on development catalyts, CD becomes unfeasible.

The results of the data in the previous section indicate that ADA has made encouraging contributions in the woreda. However, these contributions could have little impact to CD

³ The woreda ADA is ADA at woreda level that operates using the 70 percent of the money raised from its members in the woreda.

due to lack of active community participation. Due to passive participation of the community, its priority needs are not taken in to consideration and even the contributions made could not get recognition, which disagrees with the findings of CRWRC (2004) and Chris (2006) that emphasized the role of the catalyst is to work with the community to empower them, not to do for them. The community members of the woreda are not empowered to identify their problems and made decisions that affect their life. This shows that as CRWRC (2004) stated, when the organization outside the community takes control of its life, dependency follows. Tenge (2009) clearly explained this idea as; “if we give you cassava every day, you will go hungry when we are not there. It is better we teach you how to farm cassava, and if you do it yourself, you will never go hungry”. As stated in the literature part of this study, though different scholars emphasized participation as critical to program planning and poverty alleviation in people centered development, the results of this study revealed that the community is simple beneficiary of the services provided by ADA. As presented in ADA (2010), the association has fruitful objectives and strategic goals. However the results of this study confirm that ADA has failed to accomplish them in the study woreda. As explained above, top-down perspective of service delivery and nonexistence of active community participation created a barrier not only for the achievement of priority needs and the coming together of the community for development, but also resulted for the services not to be acknowledged and recognized. As a result, ADA could not get trust and legitimacy from the community. As confirmed by African Civil Society Forum (2007), and Brown and Jagadananda (2007), unless organizations should have first get trust and legitimacy from the people they represent, it would be difficult to cooperate with and coordinate the community; mobilizing its resources; and making linkages with other development actors without which no development could become feasible.

The results of the study also tells that the Woreda ADA has made its contributions by providing finance rather than directly constructing schools and health posts, purchasing reference books, delivering other school inputs unlike that of the regional ADA. The Woreda ADA has made its contributions through financing projects prepared by institutions (such as schools, associations and others). The committee of ADA evaluates

the projects and raises fund accordingly. The data collected from documents of ADA in the woreda prove that a project should contain the following contents: Title of the project, place of the project, explanation of the sector, rationales of the project, goals of the project, expected outcomes of the project, activities of the project, inputs of the project, explanation of the project budget, project organization and implementation, project supervision and evaluation, continuity of the project, probable side effects of the project, and working programs of the project. Then projects submitted were evaluated by ADA committee based on the above criteria. This indicates that ADA has due consideration to the rationale of projects. Chris (2006) stated that projects should have to be evaluated before and after implementation. However, as the results clearly show, ADA evaluates projects only before implementation. This shows that failure or success of the project had not given attention which might result misuse of the money and lack of corrective measures for projects.

The data gathered from key informants and focus group discussion participants coincides with the findings of ADA (2005) and ADA (2010) that the contributions of ADA does not get recognition and acknowledgment. Though ADA has contributed something in the woreda, these contributions are not acknowledged and understood by the community. As it is possible to clearly understand from the results of the study, this is due to passive community participation, absence of public meetings, absence of notices for achievements, weak financial and leadership ability of ADA, and indirect contributions of ADA through Woreda Government Offices.

All these condition created distrust and loose of confidence between the community and ADA which can hampered the effort to bring the community for development which is a major challenge for community development process. This tells that giving support by itself does not enough unless comprehended by the community.

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3.5. Challenges of ADA

This section provides different factors that have created a challenge to ADA to accomplish its goals and objectives effectively. ADA has faced a number of challenges including lack of permanent employees, lack of community awareness, prone to politicization, lack of adequate finance, ADA affiliation to ANDM, top-down approach of service delivery, and lack of trust and accountability. All the challenges are not exclusive rather they are complementary with each other.

Lack of Permanent Employees

According to interview made with ADA Officials, ADA has one coordinator, one committee with five members, and one auditor. Of which, the coordinator is the only full time worker for the association, while the rest have their own job in the woreda. As a result, they do not use their full time for ADA. The committee makes operational and financial decisions about the projects of ADA. Other activities are vested on the coordinator. As Putnam (1999) cited in DeFilippis (2001) stated, strong leadership which is impossible without adequate and effective leaders is important to make linkages with other organizations and coordinate the community to community development process. The finding of this study coincides with the finding of Putnam in that lack of adequate and permanent employees in ADA created difficulties to coordinate and mobilize the community and other development actors in the woreda; prepare public meetings to identify community problems, find solutions; and to create community awareness about itself and its programs. This indicates that other challenges of ADA are resulted from lack of adequate and permanent employees.

Lack of Community Awareness about ADA

The findings of the study revealed that all sections of the community had not the same level of knowledge about ADA. For instance, farmers understood it as any development activity that the government expects from the community. Others understood it from the perspective of its activities. According to the focus group discussions with government employees, ADA is an organization that constructs health posts, schools, roads, and water pumps. Others also understood ADA as Amhara Credit and Saving Institution (ACSI). Still some other people considered ADA as revenue collection mechanism of ANDM. As

the key informants stated, some people understood ADA as a means of ANDM to collect revenue since the workers of ADA have certain political positions in ANDM and the contributions of ADA are made through offices of the woreda government.

A glance at these various conceptualizations of the community towards ADA shows that they do not understand the full picture of ADA. However, there are variations among them. As explained by the focus group discussion participants, relatively better awareness was created during its Telethon of 2010. Limited community awareness about ADA has created difficulties to make cooperation between different development actors in one or the other way. In addition, it also deterred the community to know what type of organization ADA is, its objectives and programs. In other words, unless the community knows about development catalysts in detail, how to talk about participation in their programs? As stated by African Civil Society Forum (2007), Brown and Jagadananda and DeFilippis (2001), development catalysts should have first make awareness about themselves before they represent the community they want to serve. However, the finding of this study revealed that ADA does not have strong leadership to create awareness about itself. This finding agrees with the finding of Earle (2006) in his study of CD in Kazakhstan, Kyrgyzstan and Uzbekistan that strong leadership of catalysts is vital in CD. Consequently, ADA could not organize the community and mobilize its resources effectively. In addition, lack of awareness affected the linkage that ADA would have with other development actors.

ADA Affiliation to ANDM

As understood from key informants, some people do not differentiate ADA from ANDM. This is because the people worked for ADA are simultaneously officials of the woreda. In the same vein, ADA (2010) stated that since its establishment, ADA had many supports and oppositions. Some people conceptualize ADA as not different from ANDM. As explained further in ADA (2010), this conceptualization is also existed among national and international NGOs. This interweaving situation between ADA and ANDM results for the former not to get support from people who oppose the incumbent regime. In addition, the fusion of ADA and ANDM could also affect the legitimacy of the former. ADA in its bulletins illustrated that the achievements of the association were not clearly

acknowledged. As the findings of the study show, this might be because of the nature of the organization, as somewhere between governmental and nongovernmental organizations in that ADA contribution are made through the Woreda Government Offices. Furthermore, the partnership of ADA with national and international NGOs could be in a weak position due to the political orientation of the association.

Lack of Adequate Finance

Though membership is broader at regional level, which incorporates private business organizations, and governmental and nongovernmental organizations and hence it can mobilize more income, the major source of finance in the woreda is monthly and annual payments of members. Key informants from ADA have confirmed by stating that the only source of finance in the woreda is money mobilized from members. No other governmental or private organizations assist the association. Even private individuals who are not government employees do not pay. Due to meager amount of money collected from members, the association had financial constraints.

The Woreda ADA conducted its activities using the 70 percent money raised from the woreda itself. The amount of money mobilized from members is not adequate to perform evident activities in the woreda. According to the focus group discussion participants, community members are capable to contribute more money, materials and energy for the association. However, absence of strong effort of ADA to mobilize adequate finance from members and other alternative sources resulted in financial limitations. This finding does not coincide with the verdict of Frank and Smith (1999) that community development catalysts can face financial limitations at early stages of establishment. However, the past 18 years are not petite periods for ADA to strengthen its financial contributions.

Poor Communication

As Brown and Jagadananda (2007) and African Civil Society Forum (2007) clearly stipulated, transparency is needed in any organization which want to serve the people in order to make free flow of information between them and the community in decision-making and performance reporting. However, the results of this study revealed that the

effort of ADA to mobilize the community for change is obscured and it is usually temporal. The main ways of approaching the community includes financing projects through government sectors; limited information about annual reports through kebele administrators; and promotion only during the Telethon. This shows that ADA has spent more time and effort on indirect approach of community development processes than working directly with the community. A good community development strategy is beyond simply a question of increasing service delivery to the community.

Top-down Approach in Service Delivery

As discussed in the previous section, the community participates passively in problem identification and decision making activities. Development projects of the association are adopted at the top and passed down for implementation. This situation created limited participation and awareness of the community. As explained by CRWRC (2004), development may come by this approach but may not reflect the interests of the community. Due to top-down approach, the community does not understand clearly the contributions of the association. This finding coincides with the statement of ADA (2005:4), “ADA works relentlessly and scores tangible development outcome for the region. However, its name is not good unlike its results. By indicating a point of black cloud on a pure sky, it is impossible to deny its beautifulness.” In addition, the top-down practice of ADA hinders the community to utilize its resources and energy for its development. The finding of this study also contradicts with the statement of Willis (2006) and Nikkhah (2009) that CD is possible when the community initiate plans and managed it by itself. However, the results of this study confirm that the level of bottom up development strategy practiced by ADA was too diminutive.

Lack of Trust and Accountability

As stated by African Civil Society Forum (2007) and Okumu (2010), lack of accountability and trust are key challenges of African CSOs. The findings of this study also confirm their findings. According to key informants and focus group discussion participants, some people do not trust ADA for different reasons: First, The Head Office of ADA burnt in 1996. As stated in ADA (2010), and expressed by the informants, people consider that ADA officials burnt the office to use the money and remove

documents; Second, as stated by focus group discussion participants, the committee ADA Telethon 2010 has wrongly made a promotion for the Telethon by pledging the community as ADA would solve every priority problems of the community in each respective kebeles. However, key informants from ADA and the woreda administration stated that the purpose of the Telethon in the woreda was to construct Technical and Vocational School yet not done due to lack of contractors rather than solving other priority problems of each respective kebele; Third, as the focus group discussants have explained; in 2008, money was collected from the community to construct public library in Enemay Woreda. However, the money was invested in Dangla Woreda, Awi Zone of Amhara Region due to the reason that the money raised was not adequate to construct the library and the person who sponsored the project lacks consent to build the library in Enemay Woreda; and fourth, low knowledge of the community regarding ADA contributions. The community members do not have a chance to participate in planning and decision making process of the association at large. Consequently, the community did not clearly understand the contributions of ADA.

All these conditions have made the community not to have confidence in ADA. While arguing the necessity of trust, Armstrong (2005) and African Civil Society Forum (2007) stated that trust is an important aspect of community development process that ties different development actors and the community. The community becomes voluntarily participate in development activities of development catalysts when it builds confidence in catalysts as they can change the life of the people together with other actors and the community at large. The results of the study show that due to lack of trust between ADA and the community, the linkage of the association with other development actors and the community is not strong. This finding of the study corresponds with the finding of DeFilippis (2004) that without trust between development catalysts and the community, working together is too difficult. People trust banks and therefore put their money there since they know as they can get at least the same amount they deposit. The same holds true for development catalysts. The community members become cooperative when they believe that development catalysts are doing for the benefits of the community through

their participation. Regarding this, African Civil Society Forum (2007) also stated that CSOs have to be accountable before the people they purport to represent.

As stated by Brown and Jangada (2007), being truthful is also important to get financial assistance from different development actors. The same holds true in this finding of the study. As stated in ADA (2010), lack of trust between ADA and the community challenged the association not to get adequate financial contributions from the community and other national and international NGOs. In addition, it made the community not to contribute its monthly and annual payments voluntarily. Furthermore, it created difficulties to community development process by weakening the linkage between ADA and the community as well as the private sector.

CHAPTER FOUR

4. CONCLUSIONS AND RECOMMENDATIONS

This chapter provides conclusions and recommendations. The chapter is organized in two sections. The first section presents conclusions of the study followed by recommendations in the second section.

4.1. Conclusions

This section presents general conclusions from the findings of the analysis. The study aimed at exploring the contributions that ADA has made for community development, and the challenges that ADA has faced in accomplishing its goals. Appropriate methods and tools of data collection and analysis were combined and employed to respond a set of research questions there by to achieve the research objectives.

ADA was established in 1992 to reduce poverty and misery of Amhara people. Its main goals are organized in three areas: education, health, and basic skills training. The organizational structure of ADA is established from regional up to woreda level. However, the association did not create awareness about itself and its programs to the community. As a result, different sections of the community understood ADA differently.

Moreover, when the organization was established, its assumption was to involve the people in its programs and changing the miserable life style. It is true that community development could not come overnight; it could take a number of decades. However, whatever the effort that ADA can made, community development could not be realized unless the community members are enabled to have a say in any affairs of ADA that can affect the life of the community. Community development process is a bottom up approach that needs inputs from grassroots, and it could not come from outside. The programs and projects should be emanated from the community themselves. This is because, it is impossible to benefit a man by giving a fish as opposed to enabling/teaching him how to catch a fish. However, the community of Enemay Woreda does not participate in decision-making, planning, implementing, and evaluating processes of ADA programs. Community participation is limited to contributing monthly and annual

payments. Different people have different reasons for their payments. However, the amount of payment is very little for them and they stated as they could pay more if the association fully concerned them. Furthermore, there are no public meetings prepared to deal with community problems, causes and finding solutions. ADA did not make any forum with the community to communicate about its overall activities and to understand the problem of the community.

Similarly, the association has weak partnership with GONGOs and CSOs of the woreda and the private sector. To some extent, there was better linkage during the 2010 Telethon. The Telethon was a good thread that tied the community themselves, the CSOs, and ADA together. This linkage created relatively better understanding for the activity of ADA. However, this overall linkage of the community and organizations of the woreda was short lived that had not established before and ceased after the Telethon.

It is undeniable; however that ADA has made some contributions in the woreda. From the three intervention areas that it engaged in, basic skills training is the only untouched area. There are no skills training given for the community in the woreda. Though ADA has contributed something in the woreda in its areas of education and health, not all the community members understood the offerings due to weak participation of the community in problem identification; decision making, implementing and evaluation programs and projects to solve the problems; indirect contribution through the offices of the woreda government; lack of posters that indicate the contributor; and absence of public meeting to communicate achievements of the association. All these situations have made the contributions of ADA veiled and to have little impact on CD.

In line with this, there are various challenges that face ADA to work effectively in cooperation with the community, the private sector, and CSOs. The challenges include lack of permanent employees, lack of community awareness, ADA affiliation to ANDM, top-down approach of service delivery, lack of adequate finance, poor communication, and lack of trust and accountability. Among these challenges, lack of permanent employees is the main problem of the association. This problem has created difficulties to ADA not to create community awareness, discuss community problems together, provide

appropriate reports, and generally reduce the efficiency and effectiveness of the association in community development process. It might not be wrong that the employees of the woreda were the workers of the association. The problem is that these employees have no due consideration for the activities of the association. Any agenda about ADA is raised only when meetings are prepared for the purpose of other issues of the woreda administration.

4.2. Recommendations

In this section, some recommendations are suggested as a solution in order to strengthen linkage of ADA with the government, the private sector, GONGOs and other CSOs and the community at large for effective community development process. Thus, the researcher has tried to provide briefly the following recommendations:

- To be an effective development catalyst, ADA should have to build its human and financial capacity. Its source of finance should not be limited to regular monthly and annual payments of members. It should have to prepare different methods of raising money from members and other sections of the community. It is also better for ADA to have its own adequate and permanent employees.
- ADA should have to establish its organizational structure up to kebele level. It should have its own committee members elected by the community themselves. ADA should also clearly identify itself, and its goals and contributions to every section of the community. It is only when it created awareness about itself that support from different sections of the community becomes possible.
- It should prepare public meetings on monthly, semi-annually, and/or annual basis as needed. This is important to understand the feelings of the community, the problems of the association, and generally enable the community to deal with development by itself for itself. In addition, meetings can strengthen accountability and transparency between and through ADA and the community.
- ADA should enable the community to participate in every decision-making activity that ranges from problem identification to evaluation of programs and projects. It should also enable the community members to identify their problems, communicate

about its causes and finding out solutions. ADA should not act as the main actor, rather be a catalyst for the coming together of the community to control their own lives. Community development is not development from outside rather, it is development from inside by the community for the community themselves. Therefore, every section of the community should be enabled to participate in every decision making activities. In addition, ADA should integrate students and the youth in its programs. This section of the community should not participate during Telethons alone. These sections of the community are the hopes of one state that will attain development. Thus, they have to be well informed in their early periods how to achieve development and reduce poverty. It is also important to include different social group representatives such as religious institutions and self-help groups.

- Programs should be thoroughly planned, implemented, and evaluated. ADA should not only assist institutions of the community by providing money; it should also prepare its own projects together with the community. In addition, ADA should examine the current situation of buildings that it has built and other materials delivered to take appropriate renewals and reparations when necessary. Further, the community should have access to annual reports of ADA and there should be a responsible body to supervise whether the community has got reports. This is important to show the accountability and transparency of the association that in turn creates trust and confidence between ADA and the community.
- ADA should have strong linkages with the woreda government; woreda CSOs including traditional associations; private agencies; and other associations. Specially, the linkage with mini-media is very important to enable the community to understand about ADA easily. It is possible to inform the large people at once using mini-media.
- ADA should have posters and marks for its contributions. For example, contributing reference books alone is not enough. There should be indicators that show by whom the books are contributed in order to increase trust of the association in the community. In addition, ADA should prepare and distribute bulletins and pamphlets to the community to express the general activities conducted and the changes that it has achieved.

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List of Annexes

Annex 1: ADA officials semi-structured interview instrument

Addis Ababa University
School of Graduate Studies
Institute of Regional and Local Development Studies

- Your responsibility in ADA : _____
- Other job in the woreda : _____

1. About ADA and its programs

1. When ADA was established in this woreda?
2. What is/are goal/s of ADA in your woreda?
3. In what area that ADA involved in this woreda and why?
4. What are the major problems of the community in your woreda?

2. About community participation and empowerment

1. How much the community knows about your programs?
2. How much does the community come face to face and communicate with the program personnel?
3. What is the responsibility of do they carry out the programs?
4. What kind of difficulties do they find in undertaking their responsibilities?
5. Do they have any suggestions to improve their participation in the program?
6. Is all section of the community equally involved in the program?
7. What plans does ADA have to improve community participation?
8. Does ADA provide training for the community and its leaders to increase skill and knowledge of the community?
9. Does ADA have some community representative leaders to mobilize the community towards change?

3. Partnership

1. How do you explain the ability and effectiveness of leaders of ADA in your woreda to create smooth relationship with the community, invite other organizations for help, and solving community problems together?
2. Does ADA have a system of accountability that reinforces its performance and mission accomplishment?
3. What are the organizations that ADA makes linkages for the success of its goals?
4. What are the activities, performances and weaknesses of your partners?

4. Effective service delivery

1. Does ADA provide services to the community according to its plans?
2. To what extent these services are delivered at the right place, at the right time with the right cost?
3. To what extent these that these services are based on the interest of the community?
4. To what extent these services solve the problems of the community?
5. Does all section of the community are use the services without any discrimination?
6. Does services delivered created good image for ADA?

5. Challenges facing ADA

1. What are problems that ADA faced in the process of accomplishing its goals?
2. What measures that ADA took to solve its problems?

Annex 2: The leaders of civil society organizations semi-structured interview instrument

**Addis Ababa University
School of Graduate Studies
Department of Regional and Local Development Studies**

A. Questions regarding type of the organization and awareness about ADA

1. Name of your organization?
2. When it is established?
3. What is/are the goal/s of your organization?
4. To what extent you know about ADA goals and services provided?
5. What type of organization does ADA is?

B. Questions regarding partnership

1. To what extent that the leaders of ADA in your woreda are effective to communicate with the community and other types of organizations to solve community problems?
2. Does ADA is trusted by the community in your woreda?
3. To what extent that ADA focuses on community priority needs, participatory, transparent, and provides a mechanism of raising questions for its failure?
4. Does your organization have cooperation with ADA for the sake of the community development?

C. Regarding effective service provision of services by ADA

1. How much ADA considers the priority needs of the community in the provision of services?
2. How much ADA is successful in the delivery of services needed by the community at the right place with the right quality?
3. To what extent that the services delivered by ADA solve the problems of the community?
4. Do the people around the area where the services are delivered use the services equally without any discrimination?
5. Does the community understand as the services are delivered by ADA?

Annex 3: Woreda government administrators' semi-structured interview

Addis Ababa University
School of Graduate Studies
Department of Regional and Local Development Studies
Position in the woreda _____

A. About Public participation

1. Does the community in your woreda participate in development programs in general and the programs of ADA in particular?
2. Does the organizational structure of ADA enable the community to participate?
3. Does ADA consider the priority needs of the community?

B. About partnership

1. Does ADA is accountable for its failures?
2. Does ADA have effective leaders that mobilize the community and invite other originations to work together?
3. Does ADA have linkages with the government and other civil society organizations for the effectiveness of its programs?

C. About capacity of ADA

1. How ADA is effective in mobilizing resources form the community and other organizations?
2. Is there any training given to the leaders of ADA to conduct their goals effectively?
3. In general, how do you measure the capacity of ADA in terms of creating awareness of the community that change is possible, financial capacity, existence of effective and trustful leaders?

D. About effective service provision

1. What services ADA provide in your woreda?
2. Does ADA deliver services to the community at the right time, at the right cost and at the right place?
3. Who have the right to use the services?
4. How much the services solve the problems of the community?

Annex 4: Religious institution leaders semi-structured interview instrument

**Addis Ababa University
School of Graduate Studies
Department of Regional and Local Development Studies**

1. Name of your Institution: _____
2. The kebele that your institution found: _____
3. Does your institution preach to its followers about solving community problems and the possibility of achieving development?
4. Does your institution cooperate in development activities?
5. What do you know about ADA?
6. What did your institution contributed in the Telethon of ADA of 2009/10?
7. What is the contribution of ADA in your community?

Annex 5: School directors semi-structured interview instrument

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1. How you and your community understand ADA?
2. What is the role of ADA in the woreda and in your school?
3. Does your school community contribute monthly payments for ADA?
4. How do you consider the participation of the community in the programs of ADA?
5. Does ADA created awareness for the community regarding what type of organization it is, its goals and programs?
6. What is the role of ADA regarding making the youth and students to become active citizens of the state?
7. What was the contribution of ADA in your school?
8. Does the school community know this contribution?

Annex 6: kebele Administrators semi-structured interview instrument

Addis Ababa University
School of Graduate Studies
Department of Regional and Local Development Studies
Kebele: _____

1. What are the problems of the community in your kebele?
2. Does the community cooperative to solve problems?
3. How much the community of your kebele knows about ADA?
4. Does the community is participatory in the decision making, planning and implementation of programs?
5. When you collect the annual payments from the community, have you got some people whom were not interested to pay?
6. What questions that the community raises questions regarding ADA?
7. Does ADA prepares meetings with the community to deal about community problems, causes and solutions; and to encourage the community to work together to solve their problems and achieve development?
8. Does ADA invite Kebele Administrators in its annual meetings of program evaluation?
9. Does the community get annual reports of ADA about what was done in last year and what is/are the plan/s of the coming year?

Annex 7: The private sector semi-structured interview instrument

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1. What type of organization does ADA is?
2. Does ADA made awareness for private sector about itself?
3. What is the role of ADA in your woreda?
4. Have you paid monthly or annual payment for ADA?
5. What strengths and limitations of ADA that you observed?
6. What condition that you suggest for the private sector to be voluntarily participatory in the programs of ADA?

Annex 8: Summary of points of Focused Group Discussion instrument

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School of Graduate Studies

Department of Regional and Local Development Studies

Kebele: _____

1. What are the problems in your community?
2. What do you do to solve the problems?
3. Is there any organization which assists your community to become developed?
4. What is the main role of your idir?
5. What is the weakness of your idir to do further developmental activities?
6. What do you know about ADA?
7. Does your idir cooperate with ADA to solve the problems facing your community?
8. Does your community participate actively in the programs of ADA?
9. What was the contribution of your community in the 2009/10 Telethon?
10. Does your community contribute voluntarily to ADA?
11. Does ADA is delivering the services effectively in your community?
12. Is there any discrimination to use the services?
13. How much these services solve or minimize your problems?

Annex 9: List of Key Informants and Focus Group Participants

A. List of Key Informants

No.	Position of persons interviewed	Number of Persons	Name
1.	The head of Woreda Administration Office	1	Biressaw Birhane
2.	The coordinator of ADA	1	Endalamaw Dange
3.	The head of Amhara Women Association	1	Temesgen Endalamaw
4.	The head of Amhara Youth Association	1	Gebere Getnet
5.	The head of Teachers Association	1	Aemiro Damtew
6.	The head of Dima HIV/AIDS Victims Association	1	Muluken Getnet
7.	The director of Telma primary school	1	Alemayehu Tassa
8.	The director of Edget primary school	1	Gebremedhine Gizachew
9.	The director of Hailu Yosedek primary school	1	Abayneh
10.	The director of Enemay primary school	1	Getachew Wuhabi
11.	One of the leaders of Yekebe Hana Church	1	Anonymous
12.	One of the leaders of Telma Marry Church	1	Anonymous
13.	One of the leader of Addis Alem Marry Church	1	Anonymous
14.	The administrator of Telma Kebele	1	Worku Yenealem
15.	One officer from Yekebe Hana Kebele	1	Anonymous
16.	The administrator of Addis Aleme Kebele	1	Habtie Dle
17.	One person from the private sector of Enemay Woreda	1	Anonymous
18.	The Chairman of ADA	1	Molla Asmare
	Total	18	

B. List of Focus Group Discussion Participants

Types of the group	Participants	No.	Total (summation of the three kebeles)
Government employees	Kebele managers	1	3
	Agricultural Development Agent	1	3
	Health extension officers	2	6
	Teachers	3	9
Farmers	Those who involve in development activities	7	21
Total			42

DECLARATION

I undersigned that the thesis is my original work that has not been presented for a degree in any other University and that all sources of materials used for the thesis have been duly acknowledged.

Degwale Gebeyehu



Signature

Confirmation

I confirmed that this thesis has been submitted with my approval as an academic advisor.

Name: Fenta Mandefro

Signature: 

Date: 14/07/11