

ADDIS ABABA UNIVERSITY
AKAKI CAMPUS LIBRARY

**ADDIS ABABA UNIVERSITY
RESEARCH AND GRADUATE PROGRAMS
REGIONAL AND LOCAL DEVELOPMENT STUDIES**

**ASSESSMENT OF THE RELATIONSHIP OF
GOVERNMENTAL AND NON GOVERNMENTAL
ORGANISATIONS IN ETHIOPIA.**

ADDIS ABABA UNIVERSITY
AKAKI CAMPUS LIBRARY

MEGBARU AYALEW

**JULY 2007
ADDIS ABABA**

ADDIS ABABA UNIVERSITY
AKAKI CAMPUS LIBRARY

ADDIS ABABA UNIVERSITY
AKAKI CAMPUS LIBRARY

**ADDIS ABABA UNIVERSITY
RESEARCH AND GRADUATE PROGRAMS**

**ASSESMENT OF THE RELATIONSHIP OF
GOVERNMENTAL AND NON GOVERNMENTAL
ORGANISATIONS IN ETHIOPIA.**

A THESIS SUBMITTED TO THE RESEARCH AND GRADUATE
PROGRAMS OF ADDIS ABABA UNIVERSITY IN PARTIAL FULFILLMENT FOR
THE DEGREE OF MASTER OF ARTS IN REGIONAL AND LOCAL
DEVELOPMENT STUDIES.

By: MEGBARU AYALEW

Examiners	Signature
1. <u>Meheret Arerem</u> Examiner	<u>Mekiat Ayalew</u> Dec 16 2017
2. <u>Fenta Maadefro</u> Examiner	<u>[Signature]</u>
3. <u>Muhysa Abebe</u> Advisor	<u>[Signature]</u>

ADDIS ABABA UNIVERSITY
AKAKI CAMPUS LIBRARY

ACKNOWLEDGEMENTS

I would like to express my heartfelt appreciation for my wife, Meseret Fanta W/Michael, for her unreserved encouragement to start my study from the outset, taking the financial, home management burden and care for the two of our lovely kids independently. The two academic years (2005/6 and 2007) in the graduate programme were challenging in my personal life. By the end of June, 1998 E.C. I missed my father (83 years old), he was the strong back stop in my life. Right after one year on his death in June 1999 E.C. again I lost my lovely mother (77 years old). She was the one who used to give me all emotional strengths and the true light of passion in life.

A special thanks goes to my son Kidus Megbaru (10 years old) and my daughter Rekik Megbaru (6 years old) who were embracing me when ever I become engrossed in my busy schedules and frustrations.

Moreover, I would like to express my honest appreciation to my advisor, Dr. Mullugeta Abebe, for his patient supervision, advice and invaluable suggestions which helped me to enrich the study.

Finally, I would like to thank my close and kind friends; Feleke Alemar Wendwessen Kitaw, Kassahun Dender and Elias W/yes who have been faithful and committed to support my study.

Megbaru Ayalew
Addis Ababa University



Table of Contents

	Page
Acknowledgement.....	I
Table of Contents.....	II
List of tables and Figures.....	VI
Acronyms.....	VII
Abstract.....	VIII

CHAPTER - I

1. Introduction

1.1. Background of the study.....	1
1.2. Statement of the problem.....	9
1.3. Objectives of the study.....	11
1.4. Methodology.....	13
1.5. Organization of the study.....	17

CHAPTER - II

2. Literature Review.....	17
2.1. Introduction	18
2.2. What are NGOs.....	20
2.2.1. Typologies of NGOs and their importance	22
2.2.2. Increasing importance of NGO in socio economy and	



Theories on their expansions.....	25
2.2.3. Theories on NGO – GO relationship.....	28
2.3. Government and NGOs relationship.....	34
2.3.1 What is partnership.....	35
2.3.2 Principles of partnership.....	38
2.3.3 Advantages of partnership.....	39
2.3.4 Partnership challenges and solutions.....	40
2.3.5 Indicators for effective partnership.....	42
2.4. Experiences of different countries.....	46

CHAPTER - III

3. Data Discussion and findings	52
3.1. Contribution of NGOs in Ethiopia	52
3.2. Contribution of NGOs in education sector – in Amhara National Regional state	57
3.3. GO and NGO relationship in Amhara region.....	63
3.4. Opinions on NGOs’ contribution in service provision	65
3.5. NGOs geographical distribution.....	67
3.6. NGOs – Government relationship at different level.....	68
3.6.1 Practical factors that have indications on relationship.....	73
3.6.2 Government perspective	78
3.6.3 NGOs perspectives.....	81
3.6.4 Policy related issues that have implications on relationship....	87

CHAPTER - IV

4.	Analysis and Implications of the study.....	92
4.1.	Introduction.....	92
4.2.	The status of NGOs and the political/Ideological understanding in Ethiopia	92
4.3.	Policy issues.....	97
4.4.	Institutional	98
4.5.	Technical	99

CHAPTER - V

5.	Summary, Conclusion and Recommendation.....	101
5.1.	Summary.....	101
5.2.	Conclusion.....	103
5.3.	Recommendation.....	105
	Reference	107

Annex

1. Data collection instruments

- ❖ Questionnaires for random and selected government management bodies and staff
- ❖ Questionnaires for random and selected NGO management bodies and staff
- ❖ Unstructured interview questions for NGO and government people

LIST OF TABLES

List of Tables	TITLE	PAGE
1. Table 1:	Percentage share of NGOs' expenditure by sector	53
2. Table 2:	Quantities of NGO's out put by sector and areas of interventions	56
3. Table 3:	Amhara National regional state trend & gross enrollment of students at primary education from 1987- 1998 EC	59
4. Table 4:	Enrollment trend of students in government and non-government schools	61
5. Table 5:	Amhara NRS trend of number of schools constructed by Go and NGOs for formal education	62
6. Table 6:	Opinions on NGOs' contributions in service delivery	65
7. Table 7:	Geographical distribution of NGOs in the country	67
8. Table 8 :	Opinion on NGOs- Government relationship	69
9. Table 9:	Practical factors that have indications on GO - NGOs relationships	73
10. Table 10:	Opinion on possible policy issues related to NGOs	87

ACRONYMS

ABE	Alternative Basic Education
AERDCF	Amhara Education Regional Cooperation Forum(GO - NGOs)
ANRS	Amhara National Regional State
CBOs	Community Based Organizations
GDO	Grassroots Development Organizations
CRDA	Christian Relief and Development Association
CS	Civil Society
DPPA	Disaster Prevention and Preparedness Agency
DPPC	Disaster Prevention and Preparedness Commission
EU	European Union
GO	Government Offices
GNP	Gross Nation Product
INGO	International Non Government Organizations
MEDAC	Ministry of Economic Co- operation and Development
NGOs	Non Government Organizations
NPDPM	National Policy on Disaster Preparedness and Management
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PDAS	Popular Development Agencies
SNNPR	Southern Nation Nationalities People Region
SSDP	Social Sector Development Plan
UNESCO	United Nations Education Scientific and Cultural Organization
UN	United Nations
USA	United States of America
WTO	World Trade Organization

ABSTRACT

The main focus of this paper revolves around four major issues. The first issue relates to the type of government and its policies towards working in collaboration with NGOs to respond to social needs and to provide support for the vulnerable so that they make ends meet.

The second issue focuses on the significance of social and economic programs of NGOs in line with the nations' human centered development.

The third issue deals with the importance of the role of the government in creating an enabling environment for the NGOs so that they play their roles in building good governance, in establishing the rule of law and in increasing their contributions in social provisioning.

The final point is on the importance of the complementarities of the government and NGOs' roles in the country's effort to get out of poverty by working on principled based and through good practices of partnership.

This research examines the relationship between NGOs and the government at federal level focusing on the overall coordination and at ANRS level focusing on program management cycle and service provision in the education sector.

According to the findings of the study, the Government – NGOs relationship in the country is a mixed type; ranging from subservient, compensatory and partnership type of relationship. However, currently, no relationship is helping NGOs to operate at their full capacity for positive change in human centered development endeavors.

The mistrust of both parties should be managed following partnership principles and good practices. In this regard, government should go out of its way to appreciate and learn the contribution of NGOs in service provisioning and poverty alleviation by establishing a high level structure that could coordinate and facilitate the possible partnership between the government and NGOs because no single and comprehensive government institution is currently in place to coordinate and facilitate NGOs development programs and relationships.

Finally, it is hoped that this study will help to ignite debate among policy formulators, academicians, and within the c NGOs about their future role and contributions in human centered development.

CHAPTER 1

INTRODUCTION

1.1 Introduction and Background

The emergence of Non - Governmental Organizations (NGOs) in different nation states and in the international scene is a significant development of the last one or two decades: NGOs have especially proliferated in the latter half of the 20th century. This enormous growth of NGOs could be attributed to various factors the most important of which were strong support of big donors, the support from the World Bank, the end of cold war, the uptake of globalization and the enhanced awareness and transformation of NGOs to broader human-centred development issues and programs. (Casey, J. 2000: 81-93)

According to Clark (1991), NGOs have significantly increased especially since the mid 1980s in response to the growing and changing roles of NGOs. States, in time, realized that they can not conduct all social, economic and political activities from the centre. In other words, states needed some other actors that would share their burden. The importance of non- state actors in the globalizing world was first realized in developed and liberal democratic countries.

However, the efficiency, effectiveness, character and number of NGOs in a country mostly depend on government - NGO relationships. In simple terms, government - NGO relationships depend on different factors such as type of the political system, willingness of governments and purpose of NGO-run projects. Purpose of these

projects is a serious factor in determining a relationship because in developing countries, non- controversial projects such as clean water programs and elementary school constructions are acceptable but projects about human rights advocacy may be approached with mistrust. On the other hand, when government tries to control the activities of NGOs, tension arises because NGOs regard such interventions as an attack on their organizational autonomy. Therefore, it is crucial to make it clear that the factors that determine government - NGO relationships vary from one country to another. (Beckman,1993:31)

However, the historical world wide social, political and economic dynamisms have been playing a significant role for NGOs to transform their area of focus from charity- relief work to grassroots development and then to human centred development. According to Korten (1990), three generations of NGO evolution have been identified.

First, the typical development NGO focused on relief and welfare, and delivers relief services directly to beneficiaries. Examples are the distribution of food, shelter or health services.

Second generations are oriented towards small-scale, self-reliant local development. At this evolutionary stage, NGOs build the capacities of local communities to meet their needs through ' self-reliant local action'.

Korten named the third generations as 'sustainable systems development'. At this stage, NGOs try to advance changes in policies and institutions at a local, national and international level; they move away from their operational service-providing

role towards a catalytic role. Therefore, NGOs are starting to develop from a relief NGOs to a development NGOs.

Historical evidence suggests that voluntary organizations, both local and international, have long played an important role in providing support in times of hardship in Ethiopia. In rural areas, there are specific organizations for labour sharing (known in Amharic as *debo*) and for religious purposes (known as *mahaber, senbete, tertim*), and they have a secondary function of redistributing wealth in times of need. During the Italian invasion in 1936, voluntary organizations started to develop in new directions and at a higher pace. The social and economic upheaval that resulted from the invasion and the urban drift caused the emergence of new, mainly urban, mutual help associations to complement the more traditional, mainly rural, social and economic safety-nets. Funeral associations (*edir*) and credit and savings associations (*equb*) have become particularly prominent since that period. (Molla, 1997: 13-14)

Missionary organizations, some of which started operating in Ethiopia as early as the sixteenth century, have also played an important role in Ethiopia's development. Their activities laid a foundation for Ethiopia's modern health and education systems. More recently, a significant number of people's organizations were registered under the Ethiopian Civil Code, including professional associations. There are an estimated 1,000 of these organizations throughout the country, involved in a variety of relief and development activities. (CRDA, 1998: 4-5)

More specifically, according to Campbell (1996:13), NGOs have started appearing in Ethiopia since the 1960s. At first, they were mainly NGOs of European origin, but later indigenous NGOs appeared. NGO presence grew considerably as a result of

the major droughts of 1973/74 and 1984/85. The then military regime had an ambivalent attitude towards the role of NGOs that provided relief during the subsequent famines. A strong presence of NGOs did not fit well with the regime's attempts to foster a strongly centralized socialist state, and so NGO assistance was welcome by the regime only as a means of securing international aid resources and assisting the people in the north and the east of the country. Official donors were generally reluctant to provide aid to the regime and NGO assistance was one of the few channels open to the regime to attract external assistance. Due to the prevailing situation in the country at the time and due to the hostility of the military government towards NGOs, their activities, however, were principally limited to relief and rehabilitation.

After the overthrow of the military government in 1991, first under the transitional government and later under the Federal Government of Ethiopia, there has been a tremendous expansion in the number of operational NGOs in Ethiopia. Some of the NGOs which had been involved in relief and rehabilitation efforts stayed on and gradually became more development-orientated. Other NGOs were newly established.

In view of expediting NGOs contribution in the service delivery and development, it is vitally important to assess the current Government - NGO relationships both at federal and regional levels and to establish a principled based partnership type of relationship.

1.1.2 Contributions of NGOs to development.

NGOs have been serving as sources of international funds, as means of crosses fertilization of development and management practices, as a vehicle of innovations of new approaches of development with their freedom of piloting programs at lesser costs, and more importantly they have been used to introduce participatory development programs in grassroots development practices and poverty alleviation programs owing to their flexible structures.

Aid plays an important role in the Ethiopian economy. In 1995, the country received a total of US\$876 million net official development assistance. (UNDP, 1996). Aid represented 18.7 per cent of Ethiopia's 1994 GNP and amounted to US\$16 per capita in 1995. Compared to other countries, aid plays a more important role in Ethiopia than in India. In India, net official development assistance represented only 0.6 per cent of the 1994 GNP and US\$2 per capita. However, the role of aid in Ethiopia is not as major as in Mozambique, where net official development assistance amounted to 90.4 per cent of the 1994 GNP and US\$66 per capita. (UNDP, 1996)

1.1.3 Challenges of NGOs

"You can not produce results without effective partnerships"

Bruce Jenks, UNDP, 2004.

NGOs that have been operating in the country have encountered challenges. The deep rooted rural - urban poverty coupled with the fast growing population demands intensive and extensive interventions in different development of sectors. However, the high expectation from the society, the regime's attitude towards

NGOs, the political challenge, the swiftly changing priority of the donor community, the lengthy and regulatory registration and multiple level of program agreement signing procedures, etc. are some of the core problems that are hindering NGOs' full scale interventions in country.

According to Arthur and Walker (1999) the Social Sector Development Programs (SSDP) in Ethiopia reveal an interesting challenge for those donors who simultaneously aim at working with governments in broad partnerships and at engaging directly with civil society organisations. In the Ethiopian case, the SSDPs are shifting donor resources and attention to the government and away from civil society organizations. NGOs are rightly concerned about their ability to attract foreign funding for their programmes and about maintaining their important role in health and education. This concern is inspired not only by a wish to survive, but more importantly, by the knowledge that NGOs are making a unique contribution. Donors have a role in facilitating debate about how best NGOs can contribute to the achievement of the SSDP goals and in helping NGOs to demonstrate the value of their own programs to the Ethiopian government.

Although NGOs' roles in development is growing and NGOs have been playing an important economic and social functions in different regions and sectors of the country, the overall impact of NGOs is still either limited or not well appreciated. This is due to limited capacity and experience, limited access to funds and strained NGO-government relationship.

Many of ordinary citizens and people of different background feel that NGO-government relations in Ethiopia are not smooth. Recently, a government official was heard in public that NGOs have hardly contributed to the nation's development. This was a harsh comment. NGOs, on the other hand, feel that the

government is making it difficult for them to operate mainly through strained and complicated registration procedures, complications and confusion about coordination and dialogue with the government, the withdrawal of tax exemptions, problems related with obtaining work permits for international staff, conflicts about income generation (even when it is on a not-for-profit basis), and government's stance on bilateral and multilateral funds.

The researcher has tried to investigate government-NGO relationship from both practical and theoretical perspectives. It is argued that partnership type of relationship between the government and NGOs will help a lot in bringing an observable change in the country's socio economic profile. Moreover, although a number of constraints such as resource, capacity, lack of clearer coordination mechanism, and political problems could come into play, lack of a clearly and agreed concept of effective partnership between NGOs and government bodies is the most pressing one.

Criticisms that the government levels against NGOs include the following: a poor capacity for the work they intend to do, too high overhead costs, an uncoordinated operations, a geographic spread of activities that does not meet the needs of the population and self-centred motivation.

UNESCO (2006) has identified conditions that led government leaders to develop hostile attitudes to NGOs. These conditions include the following:

Firstly, the increased impact of NGOs has caused resentment among critics. Second, the claim by some NGOs that they are the "Voice of the people" and hence have greater legitimacy than governments is deeply offensive to government officials.

Finally, the violence and the extreme revolutionary and/or nihilistic attitudes associated with some of the participants in a series of anti-globalization demonstrations diminished the status of other NGOs at the demonstrations.

General explanation given by Asian Development Bank, (2004:68-71), summarizes the role of NGOs as follows: NGOs vary greatly in size and orientation; most share the common goal of helping people and benefiting society. International and national NGOs support large-scale activities ranging from social welfare to environmental and political advocacy. NGOs at local level provide services that include community organization, health, education, welfare support, small-scale financial intermediation and environmental protection. NGOs also help improve people's life through skills training and other livelihood programs. They prepare and implement development projects and work to strengthen local institutional capabilities and promote community self-reliance. NGO funding comes through donations, government assistance and a variety of other sources. NGOs make significant contribution to socio-economic development. Often they enjoy advantages over governments and private sector institutions and can deliver service to inaccessible communities in a more efficient, cost-effective manner. Much of the success of NGOs come from dynamic leadership and committed staff. NGOs usually are more flexible and innovative and are affected less by bureaucratic constraints.

There are also views and comments on limitations of NGOs. According to Edwards,(1996:965), the most accepted wisdoms of NGOs like focuses on the poor, cost effectiveness, popular participation, flexibility and innovations are not all free from different arguments and questions. Further, Edward agrees that some large NGOs may be able to provide some services more cost effectively than governments,

but the claims that NGOs reach the poorest part of the society are often challenged as evidenced by few NGOs in the poorer Hindi belt than southern states of India. In Kenya too, NGOs are more active and concentrated around Nairobi than famine prone areas. (Clark, 1990:47)

Many NGOs are small both in size and scope of operations and their impact is sometimes limited. NGOs can suffer from financial and technical constraints. Often focused on a specific concern of a specific location, NGOs may lack a broader economic and social perspective. Many smaller NGOs are loosely structured and may have limited accountability. Management and planning may be weak or flexible. ([http://www.adb.org / documents/ Brochure](http://www.adb.org/documents/Brochure))

1.2: Problem statement

It is clear from the above discussions that, despite different views on the level of contributions and challenges they face within themselves, there is an understanding about the contribution and importance of NGOs in the countries' economic and social programmes. However, the level of their contribution and engagement of performance towards efficiency and effectiveness in social and economic program implementations and consequently to show a development impact in the country is largely dependent on the type of relationship they have with governments.

The country has made progress towards a multi-faceted development in which the government has taken the lead and the private sector has played a crucial role in the relatively conducive policy and legal framework created. The NGO sector is also an important leg which should play its part for the same objectives. According to the

plan for Accelerated and Sustained Development to End poverty (PASDEP),(2004), Ethiopia's guiding strategic framework for the five - year period 2005- 2010, underlines the desirability of coordination between the public, private and NGO services. Given the social, political and economic problems we have and the limited resources available in the hands of the government, the role of NGOs in the overall development progresses has been verified to be limited, and development actors in Ethiopia lack synergy due to many factors. This study from the outset speculates that strained relationship between the government and NGOs and lack of succinct working modality(Policy, Coordination and facilitating institution) have been hampering the contribution and impacts of NGOs in the development progresses of the country.

Moreover, there is a general impression that NGOs' overall impact has been insignificant. Given the big size (77 mill.) of the population (UNFPA 2006), the scope of development challenges and the newly emerging natural disasters, the NGOs in the country are still too few. Furthermore, NGOs do have their own constraints of budget, experience, and capacity. These constraints coupled with vague policy strategy in which NGOs operate can easily hinder NGOs' contributions.

Therefore, the study assumes that the government and NGO relationships can easily be affected by the political environment of the country which calls for the willingness of the government to create an enabling situation for NGOs to perform. The understanding and appreciation of partnership by the government (Federal and Regional) and NGOs have a direct impact on ~~in~~ the creation of an enabling environment for NGOs to operate as well as on building complementary roles of GO - NGO in their effort to development. Generally, a number of factors that have affected the synergy which should exist between NGOs and the government and the

performance levels of various development programmes in Ethiopia have been identified. Some these factors include lack of enabling policy and legal frame work, limited capacity among NGOs, the strained relationship between the government and NGOs mainly due to mistrust from both sides, misunderstandings and perceptions from each perspectives, and lack of identified and established institution to deal on NGOs - GO relationship and other operational factors such as complicated registration procedures, complications and confusion in the coordination of NGOs' programmes, absence of opportunities for dialogue with government, conditionality and withdrawal of tax exemptions on NGOs' imported items, competition on available international/external funds and lack of clarity on concepts and practice of partnership between NGOs and GO.

In an effort to look for ways of maximizing the contribution and impacts of NGOs in the national human development and service delivery efforts, the researcher attempts to find answer for the following basic questions.

Research questions

1. What brought about the strained relationship between the government and NGOs?
2. What policy options are called for to forge a workable relationship that allows enabling environment and better development performance for NGOs?
3. What are the most common and practical factors that challenge/affect partnership?

1.3: - Objectives of the research

The overall objective of the study is to assess the relationship between national government body (both at Federal and Amhara National and Regional Sates level)

and NGOs, and to investigate the impact of the relationship on the performance of NGOs in their interventions and on the results of various programs in the country's socio economic development endeavours.

The focus of the study is the assessment of the relationship between NGOs and government (both at regional and federal levels). Although NGOs' head offices are at federal level, they are expected to have work relationship with sector ministries and agencies that have direct and indirect policy and operational implications on their program implementations in Amhara region.

Hence, the specific objectives of the study are:

1. To assess how government (regional and federal) and NGOs understand the concept of partnership or to find out their perspectives (perceptions , opinions , attitudes and awareness of individuals)
2. To explore the benefits gained from partnership type practices (In Amhara National Regional State, in the education sector)
3. To see if there is a difference between Federal and Regional government bodies in their relationship with and perceptions about NGOs; and whether the exiting NGOs - GO relationship is partnership type or not
4. To assess common factors that have direct implications in determining the relationship type
5. To explore the policy environment and institutional arrangements that will have impact on building partnership
6. To assess the opinion of government and NGOs people on the contribution of NGOs in service delivery particularly on primary education

7. To come up with some recommendations that would facilitate the GO-NGOs relationship based on the findings of the study

1.4: - Methodology of the study

The study aims at assessing local perspectives on partnership experience and emerging issues in the country by interviewing a wide range of stakeholders. The interviewees included aid officials, government (Federal and Regional) officials, staff of Ethiopians in international NGOs and project staff. Secondary data available have also been referred.

1.4.1 Data Source

Data were collected mainly from primary sources through descriptive survey method. (Field survey on employees of government ministries and agency offices such as Education, Health, Water, Agriculture and rural development and Disaster Prevention and Preparedness Agency, and NGOs which are operating both at Federal and in ANRS was made). Secondary data were collected from published and unpublished documents.

The following is a list of the ten sample NGOs, the federal ministry offices and the Amahara National Regional Government Offices that have been selected for the study. In some cases, the names of the people who provided the data are withheld at their request.

I. List of the ten NGOs

1. Save the Children UK (SCF)
2. Catholic Relief Service (CRS)
3. OXFAM-GB
4. CARE
5. Save the Children (USA)
6. Food for Hunger International (FHI)
7. World Vision
8. Action Aid/Ethiopia
9. Catholic Relief and Development Agency (CRDA)
10. ZOA Refugee care

II. List of federal ministry offices

1. Disaster Prevention and Preparedness Agency
2. Ministry of Water and Resources
3. Ministry of Education
4. Ministry of Health
5. Ministry of Agriculture and Rural Development

Management members who were interviewed for this study, except Ato Kebede and Fikre from DPPA, have requested to remain anonymous.

III. List of Amhara national regional sector offices

Management members who were interviewed for this study, except Ato Sethu, head of regional education planning, Ato Aderwa D/Commissioner of EDPFSCO, Ato Amare Kinde, head of Planning in Health Bureau, Ato Assefa head of NGOs' coordination, have preferred to be anonymous.

1. Regional Disaster Prevention and Food Security on Coordination Office (RDPFSCO)
2. Regional Education Bureau
3. Regional Health Bureau
4. Regional Agriculture and Rural Development Bureau
5. Regional Water Resource Bureau

1.4.2 Data Collection techniques

Both quantitative and qualitative data were collected through different instruments including document review, questionnaire/opinion survey and interview.

1.4.2.1 Document review

The document review focused mainly on annual reports of INGOs, UN agencies, different published & unpublished study papers, Workshop proceedings and government policy documents available in federal and regional government offices.

Moreover, books, articles, speeches of known personalities and other publications relevant to the subject of the study were used especially in the theoretical and conceptual framework building.

1.4.2.2 Opinion Survey

The opinion survey method, questionnaires, (both close and open ended which were prepared separately for government, high level management members and experts staff, as well as for NGOs' directors, co-coordinators and program staff) as a tool were employed to gather information from heads of the sections responsible for

NGO activities in sector government offices (Health, Education, Agriculture, Water and DPPA both in Federal and ANRS).

1.4.2.3 Sampling size

Ten NGOs (which is nearly 25% of the study population) that have wider regional coverage in multi sectoral intervention and which have been operational for at least 15 years in country were selected purposely from register of 43 sample population. Moreover, five management members from the federal sector offices, five management members from regional government offices, and ten NGOs directors/program heads/coordinators were involved in depth interviews. That makes the sample direct relevant and representative as almost all government offices that have direct and regular relationship with NGOs services delivery programs and coordination are included as a sample population from government side both in an interview and survey questionnaire.

1.4.3 Data Analysis and Presentations

Both quantitative and qualitative methods are used to analyze the data obtained from interview, questionnaire and discussions as well as the data obtained from secondary sources. The information gathered from the close-ended questionnaire was coded and analyzed through descriptive statistical methods such as percentages, tables, boxes, figures and percentage values

1.4.4 Significance of the study

This study's main focus was to assess the government and NGOs relationship and its effects on the performance of NGOs in bringing sound and measurable development in the country.

Therefore, the result of this study is believed to assist development planners, policy formulators, decision makers, and NGO communities in general by providing information that could help to draw a sound operational partnership guideline and policy on NGO and Government partnership towards achieving development goals. It could also serve as an inspiration for further indepth investigation in the subject matter.

1.5 Organization of the study

The paper is composed of five chapters. The first chapter is dedicated to the *Introduction and Background of the Study* including the *Research Objectives*, the *Methodology* and the *Statements of the problems*.

The second chapter outlines the *Literature Review* which has direct and indirect relevance to the discussions, the findings and analysis of the study.

Chapter Three contains the *Data Presentation and Discussions* as an immediate outcome of the primary and secondary data collected.

Chapter Four deals with the *Analysis* part of the study and it presents the overall understanding of the researcher about the issue depending on the data obtained.

Finally, the *Summary, Conclusion and Recommendations* are presented in Chapter Five.

CHAPTER II

2. Literature Review

2.1 Introduction

This chapter deals with the scholarly views on government and NGO relationship types. The main focus areas of the chapter are how the government and NGOs have been interacting in the processes of service provision and in overall socio - economic development endeavours of societies to make ends meet. How does each behave, play, see and perceive each other in governance? What factors determine the type of relationship between government and NGOs? What type of relationship suits different nations' context to encourage NGOs performance and their collaboration with government?

The effectiveness of NGOs' contribution in service provision depends mainly on the external environment. If there is an enabling working environment like policy factors, support, smooth legal and operating situation in a country, NGOs tend to expedite programme output and serve, with a better efficiency, the needy population.

The state of poor health and education services has forced a number of governments to change their attitude towards NGOs and church organizations. In some countries, democratically elected regimes which are favourably disposed to the voluntary sector and recognize it to be a valuable partner to development have come to power. Controls on voluntary provisioning have been abolished and official encouragement

is now given to churches and NGOs to gear up their involvement in the provision of health and educational services. (Robison and White, 1997:233)

This is true to many of developing countries that have a very limited resource and public management capacity to provide and meet health and education service needs to their citizens. When the social provision capacity of Sub - Sahara African states is compared with their growing population demand, there seems to be a tremendously unbridgeable gap if the slow moving development pace of countries continues as it is now.

Hence, in many instances, foreign aid in many forms (through NGOs, bilateral and multi lateral) has been playing a major role to supplement government efforts. The economic and social program contributions of NGOs as both direct providers as well as facilitators have significant contributions. However, their recognition and relationships with governments is often not conducive to operate due to many factors.

Ethiopian government, like other poor African governments, is obliged to work with NGOs (NPDPM,1995:59); however, policies on areas of cooperation have been changing alternately shifting from the recurrent emergency situation to sector development programs; accordingly, the responsibility for foreign fund coordination for all emergency situations in the country in which services and development linked interventions were part is now out of the mandate of DPPC(Proclamation No.383/2004),. Currently, the government has not clearly set directions of cooperation and coordination for service delivery nature of interventions which has caused a confusion and hindrance of contributions.

2.2. What are NGOs?

For some reasons, governments want to have and give different meanings for NGOs. In some cases, they want to separate and treat civil societies and NGOs differently in any way that suits their politics or ideology. Thus, it is pertinent to define the meaning of NGOs.

The term "non governmental organization", is a post-World War II expression, first founded and used with the adoption of the United Nations (UN) Charter in 1945. In article 71, it was specified that NGOs could be accredited to the UN for consulting purposes. Because of this definition of the UN, at the very beginning, scholars applied the term NGO only when referring to those societal actors which are international bodies and engaged on the UN context. In addition, few people used the term NGO in a collective sense but instead they spoke of charities, hospitals or cultural organizations. However, with the increase in the influence of these organizations, there has been an increase in the awareness that they were gradually expanded to constitute a "sector" of organizations with comparable goals and structures (Casy, 2001:22) and the term NGO has become popular for societal actors of all sorts engaged outside the UN framework, internationally and nationally, since 1980s.

Different institutions have established different sets of criteria which are similar in essence, but vary in scope for defining NGOs. These definitions include a group of term such as "non-profit", "community based", "charity", "voluntary", "independent", "intermediary", "private" and "informal". Whatever definitions, it is clear that an NGO phenomenon exists. What entities constitute that phenomenon, however, is less clear. The term NGO has many uses and many connotations. That

diversity derives from differences in size, duration, range and scope of activities, ideology, cultural background, organizational culture, and legal status. (Princen, Thomas, Finger,& Matthias,1994:5-14)

Before the spread of the usage of the word NGO, authors also employed other expressions such as “private organizations” or “international pressure groups”. (Willets, 1996:8)

Today, the word NGO is the well known style in all languages and it has been a commonly accepted phrase within the academic world and literature about this word is increasing continuously. However, definition of the term differs depending on the perspectives of researchers. A more detailed look at NGO studies reveals the diverse and even contradicting interpretations of the word. So, firstly, for the benefit of this study, it is necessary to explore the term NGO in more detail.

The term NGO is sometimes interpreted negatively by governments. Governments’ negative interpretations seem to come from the word “nongovernmental”. In some countries, NGO is even defined as “against the government”.

The difficulty of characterizing the entire phenomenon results in large part from the tremendous diversity found in the global NGO community. That diversity derives from differences in size, duration, range and scope of activities, ideologies, cultural background, organizational culture and legal status. (Princen, T., Finger, M.,(eds.) 1994:6)

Some scholars find the easy way arguing that there is simply no such a thing as a “typical NGO” and as a result, alternative expressions such as pressure group, interest group, independent voluntary sector, grassroots organization, non-profit

body or civil society that challenge the term NGO were introduced.(Weiss, 1996:17-50). With regard to the difficulty of defining NGOs, the World Bank has made the following general statement regarding these organizations:

The diversity of NGOs strains any simple definition. They include many groups and institutions that are entirely or largely independent of government and that have primarily humanitarian or cooperative rather than commercial objectives. They are private agencies in industrial countries that support international development; indigenous groups organized regionally or nationally; and member-groups in villages. NGOs include charitable and religious associations that mobilize private funds for development, distribute food and family planning services and promote community organization. They also include independent cooperatives, community associations, water use societies, women's groups and pastoral associations. Groups that raise awareness and influence policy and making lobby are also NGOs. (Hrebenar, 1998:3-27)

2.2.1 Typologies of NGOs and their importance in development/ Service delivery

Similar to the difficulty in defining NGOs, a debate exists about how to classify them. Although, the classifications of NGOs that are made by a number of scholars differ from each other, these different classifications have lots of common points.

Lissner (1977) classifies 1,502 NGOs into eight groups composed of mission agencies, Church-related agencies, secular voluntary agencies, educational

institutions, student welfare organizations, Jewish welfare agencies, labour and business organizations, foundations and umbrella organizations.

In 1981, former Oxfam UK Chair Sir Geoffrey Wilson (OECD Cooperation Directorate, 1988:2-10) characterized NGOs as the following:

Most are concerned with development-agricultural, social, medical, educational, etc- in both urban and rural environments. Some are highly specialized and serviced by highly specialized staffs. Of the wide variety of organizations operating internationally, Church-related bodies still make up the largest number. The Red Cross societies (Red Cross Societies exist in many countries such as America, Britain, French, Japan.. etc. and they provide emergency support to people in crisis, both nationally and internationally) refugee relief bodies, the International Planned Parenthood Federation and its affiliated members, and Save the Children Fund organizations account for another group of specialized NGOs; followed by the specialist organizations concerned with leprosy, the blind and other professional fields like adult literacy, agricultural development and vocational training. The remainder consist of private foundations like Rockefeller and Ford, which provide funding; organizations like Oxfam (an organization dedicated to finding lasting solutions to poverty and suffering around the World) which support a wide range of activities; some 'half-and-half' organizations that receive considerable government funding, such as CARE and the volunteer-sending agencies; and a larger number of small groups that fall into none of the above characteristics.

To Hrebenar (1998), NGOs can be classified according to their orientation into four as charitable orientation, service orientation, participatory orientation and

cooperative orientation. Almost all include citizen participation but the last one involves maximum participation of the people with NGOs acting as facilitators.

It can be seen that there are various ways to classify NGOs under some categories. However, it is very hard to classify NGOs because making classifications create its own problems. NGOs are multi-purposed entities with activities in more than one sector such as Greenpeace. So, it will be useful to classify NGOs into more general categories. This kind of organizations can, therefore, be divided into six with a perspective on their historical evolution:

1. Relief and Welfare Agencies: Some organizations aim at relief work and various missionary societies.
2. Technical Innovation Organizations: NGOs which operate to find new solutions or initiate new approaches to problems. These kinds of NGOs specialized in their own fields. (British Intermediate Technology Development Group)
3. Public Service Contractors: NGOs which are funded by Northern governments and work in close cooperation with Southern governments and aid agencies. These NGOs act as the component of official programs. They are more flexible than governments and because of this flexibility they have the ability of perform the tasks more effectively. This group of NGOs are significant and will be studied in this thesis because of their contributions and activities that facilitates the service delivery and pressure on decision-making process of the governments.
4. Popular Development Agencies (PDAs): They concentrate on self-help, social development and grassroots democracy.
5. Grassroots Development Organizations (GDOs): They are composed mostly of Southern NGOs whose members are the poor and attempt to shape a

popular development. Some receive support from PDAs, but many receive no external fund at all.

6. Advocacy Organizations: NGOs which have no field project but exist primarily for education and lobbying. Advocacy may be related to the particular mission and philosophy of the NGO, its religious or secular nature, its ideological beliefs, its technical orientation and approach.

2.2.2 Increasing Importance of NGOs in Socio economic service delivery and Theories on their expansion

“Why are NGOs worth analyzing?” NGOs are playing a more important role in the world than they ever did before. The reason for the growing recognition of NGOs is their strengths arising from their differences from states.

NGOs are different from governments in terms of their specific focus, severe commitment and high levels of information, expertise and resources to commit to issues. They are also different in their flexibility and easier adaptations to changing conditions. While NGOs have relationships with public agencies, they remain autonomous legal entities because they are private voluntary organizations and they are not subject directly to the policies and regulations of governments. In other words, they are not founded under government initiative and they don't work under strict guidelines that determine their ambit of action. However, it may be said that NGOs impact on international affairs is not as important as the impact of governments. Yet, it is also undeniable that if these relatively “less significant” actors are ignored, it will be so difficult to understand international politics.

The most notable aspect of NGOs, according to some, is that their “role in global negotiations and global governance has been emerging silently and slowly over the

last quarter century".(Weiss, Thomas G. & Leon,1995:209 - 23)They have expanded their influence within democratic societies and created both cooperative and competitive relationships with government for the development of public policies and the delivery of services. What is the reason for their recent expansion? Why do states share their responsibilities with NGOs if they already have the legitimacy and authority of the political system?

The end of the Cold-War, as claimed before, may be the most prominent reason of NGOs' expansion. With the breakdown of ideological competition, the reluctance of many diplomats to interact with non-governmental staff has disappeared. This gave way to new possibilities of communication and cooperation within decision-making process.(World Bank, 1994)

With the end of East-West rivalry, the United Nations became a better forum for the reconciliation of views among governments. In addition, with the end of the Cold-War, NGOs promoted relevant policies and actions in response to the changing environment and they expanded their direct access to policy making.

Technological developments are other reasons that gave way to the expansion of NGOs. Thanks to the technological innovations, NGOs began to communicate more easily within themselves and also they now can reach the media and so convey their mission to the people. Modern communications technology is independent of territorial boundaries.

In addition to these specific reasons a number of authors examine the growth in this sector in the context of crisis of the welfare state and an apparent crisis of confidence in democratic institutions. Society was more complex in which many rational actors sought their interests so it became necessary to organize in order to have a say in

most of the subjects. These are the properties of a pluralist society. So, pluralism gave way to the increase of NGOs.

Furthermore, the growth of political, ethnic and religious diversity and the growth of political awareness among minority groups, the proliferation of a more differentiated and complex demand on public service and the growth of demands for new services related to social changes, governmental budget constrains that cannot meet these demands, a lack of confidence in public bureaucracies and traditional political parties related to an increase in the perception of corruption, the creation of alternative service delivery structures that can avoid the rigidity of government procedures and so be more responsive to client needs, increasing technical competence of NGOs, evolving from classic voluntary, to more professional, specialized, effective organizations, an increase in the organizational capacities of citizens, the increase in mechanisms for client oversight of the provision of services and greater concern about quality of service as opposed to quantity and the remission of the welfare state, which requires structures that can be more economically efficient than public agencies and/or maintain services despite cutbacks are the other reasons that lay behind this expansion. (Casey, J. 2000: 43-53)

The factors seem to indicate both a desirability and inevitability of the growth of these organizations. It is true that NGOs expanded in the last decade, however, the reasons of this expansion depend on not only the type and characteristics of NGOs but also the country's cultural background and regime. For example, a higher rate of NGO development in Anglo-Saxon societies is seen as a result of a more individualist culture which encourages self organization independent of the state; whereas in a Continental tradition, there is a stricter division between the state and civil society and the tendency is to leave the provision of public goods in the hands of the state.

The statistics of Johns Hopkins University proved that cultural differences effect the NGO expansion and development and found that the size of NGOs is larger in the more developed countries and much less evident in Latin America and central Europe. In the Netherlands the size of the non-profit sector was %12.6 in 1995, while this rate was only % 0.4 in Mexico. Between these two ends the size of NGOs in Ireland was %11.5, in Belgium it was %10.5, in the UK the rate was %6.2 and in such countries as Spain and Austria this rate was approximately %4.5. Thus, the developed Western European countries turned out to have the largest non-profit sectors among all Project countries, surpassing their Eastern neighbours by a ratio of about %7.1. So it can be said that the more developed a country, the higher the size of the NGOs.(Salamon, L. M., Sokolowski, W. S., Anheier, & H. K., 2000: 1-6)

2.2.3 Theories on NGO - Government relationships

To understand the new roles of NGOs and their relationship to other actors in service delivery and policy process, it is necessary to explain decision-making process according to theories such as **pluralism and liberalism** in which the effectiveness of NGOs vary.

The liberal paradigm, according to which supremacy of government is central although interest groups are accepted as the basic mechanisms of interest articulation, NGOs are not incorporated in the decision-making process,

As to pluralism, voluntary associations plays a crucial role in the policy process and state is a watchdog which is criticized by elitism with regard to pluralists' assumption of equal distribution of power among the interest groups.

It can be stated that the principal developmental actors since the Second World War have been the international bodies such as the World Bank and United Nations. They have promoted a style of development which has often been insensitive to the needs of ordinary people and to the environment. The problems got bigger and the need for NGOs increased. (Kegley, & Wittkopf, 1989: 173-)

There have been a number of views and opinions on the relationship of NGO - Government; however, there is no any consensus among all. In most of the cases, the type of relationship depend on specific contextual factors prevailing in countries.

Do governments cooperate with NGOs? The answer to this question depends on the behaviour of both sides. Government-NGO relationships have evolved from limited interaction and to greater engagement within the past decade. Government officials and NGO leaders are interacting more and more, acknowledging the complementary nature of their separate but related roles. (National Consultative Group, 2000:19-20)

This relationship between state and civil societies, range from repressive to mutually beneficial one. NGOs are often distrustful and critical of governments and wary of forging close contacts. These sentiments are often reciprocated. Governments may be autocratic or democratic, stable or unstable; they may be subject to strong political cultures or traditions, and they may differ from one another in their ability to implement policy. Thus, there are different types of relationship between governments and NGOs depending on not only NGOs' independence, type and

power but also on social and political context of a country and the nature of the governments.(Clark, J., 1991:145-66)

Some of the authors believe that NGOs should engage in supporting and collaborating with government to promote quality of interventions enhancing state performance as the role of civil society and NGOs organizations in the quality and effectiveness of public services like service delivery and development activities (IDS 1998:13-15)

Of course, geographical, and so, cultural differences effect the type of relationship Fro example, the point of view of governments to NGOs in developed countries is different from the one in the third world. In the United States, for example, voluntary organizations emerged during the nineteenth century, when charity and paternalism were predominant social values. It was only later that government made the provision of services a right rather than a privilege. In contrast, in the third world, NGOs are founded as a result of governmental failure to address precisely those areas where governments held a comparative advantage in Europe and in the US. (Fisher, &Julie, 1998:39-75)

The key issue that determines the relationship between state and civil society is autonomy; however, scholars warn against a static or homogeneous concept of state and civil society relations: these may vary from one institution or sector to another depending on the objectives, approaches and mutual understanding with state authorities.(Beckman,1993:29)

However, there is a general perception that civic associations engaged in the promotion of issues as human rights and the rule of law in developing countries

may get into antagonistic relations with the state (Bratton 1989:429). Bratton argues that instead of pre- judging the nature of the relationship between the state and civil society we should adopt a more flexible analytical framework involving situations ranging between “ disengagement versus engagement”(1989:428)

It is undeniable that any of these contextual variables can directly affect policies toward NGOs by influencing NGO proliferation. As increasing numbers of NGOs contribute to the emergence of stronger civil societies, governments face a changing political context, which forces them to re-evaluate previous policies towards NGOs.

Different scholars have explained this relationship with different ways. Some explained this relationship along a continuum between cooperation and confrontation which constitute the two ends.

According to Chinnock and Salamon,(1977) these relationships may be cooperative and positively influence nonprofit activity and may take a variety of forms such as government funding, technical assistance, training, planning and coordination of activities and policy.

As it is explained in the earlier chapters of this paper, the relationship of Government and NGOs differ from country to country depending on contextual factors that can be explained as political: stability/ instability, cultural back ground, regime of a country: Authoritarian/Neo Corporatism/Liberal democracy/Pluralist democracy/development level of a country and characteristics of NGOs.

As cited on Beigdeber, in his article “The Role and Status of International Volunteers and Organizations”, explained Lissner’s classification of six different NGO roles in

relation to governments, in a spectrum ranging from the subservient to the subversive.

The first role that an NGO may play is the **subservient relation to the government**, which refers to the NGO's acceptance of any government request without questioning. (Beigdeber, & Y., 1991:87-8)

Thus, the NGO would be fully loyal to its own country's foreign policy objectives and directives. A friendly coexistence between the NGO and the government occurs. The NGO requires of the government little more than the freedom to get on with its chosen task, does not seek to influence wider areas of development planning. The government would be, of course, happy with such a relationship because it feels neither threatened nor challenged. (Clark, & J., 1991 :74-91)

With regard to this subservient role, an NGO's loyalty to its own government is expected, but, its total subordination to his country's "instructions" without questioning is unacceptable because this kind of subordination probably harm its independence, which is one of the most important characteristics of NGOs. Such relationship is related to the NGOs degree of financial dependence on government subsidies, as well as to other non-financial actors such as country's politicians and elites. Otherwise, such NGOs are government created.

The second is the NGO's "partnership" relationship. Rather than a relationship of domination or rivalry, government and NGO cooperate willingly. (Beigdeber, &Y.,1991:88-9)

NGOs' own program fills the gaps in the government's services in such a way that they make those services more subject to democratic influences. Sometimes, governments worked together with NGOs in order to use the media to produce a strong political sentiment in favor of change.(Smith, & Gordon S., 1999:1-18)

The "compensatory" role, the third one, emphasizes the importance of NGOs helping people who have become victims of governmental mistakes, unwillingness or inability to help. (Beigdeber, &Y., 1991:88-9)

While NGOs realize the government's inadequacy, they do not openly criticize the government; rather, they help those departments improve the services they provide. NGOs would position themselves not so much as a co-producer but as a co-director of these services. They do not take responsibility for actual service delivery, but help to strengthen the existing systems. (Clark, J., 1991:74-91)

The fourth relationship that an NGO can take is the "corrective" role which is characterized by a conviction that NGOs are "the voice of the voiceless": the NGOs have expertise and for this reason they are responsible for defining needs and pressuring governments into correcting harmful or unsatisfactory policies.

The "disobedient" role which constitutes the fifth relationship is adopted by NGOs that put a premium on their own values and are indifferent to legalism. The final loyalty of the NGO is not to positive law, which may be unjust but to religious or moral principles concerning justice and human solidarity. Disobedience is directed against a specific law or act of government. It grows out of a concern for the values of the NGO and by a hope that public pressure will change the law or reverse the decision in question. The attitude of the NGO is reformist, not revolutionary.

Finally, the "subversive" role takes disobedience one step further, as the conflict between the values of NGOs and the existing political order will justify outright confrontation. (Beigdeber, & Y., 1991:88-9) The worst tension arises at this point. NGOs may choose to keep out of government's way or to oppose government outright. Opposing the state would mean using whatever channels are available to frustrate any government plan. This may mean organizing projects, using law courts to challenge official decisions, joining forces with the political opposition or other popular movements such as trade unions or widespread use of the media and unofficial communication channels. At this end of the spectrum, governments are fearful of NGO activity; indeed, some political leaders assume that nongovernmental means anti-governmental. (Fisher, 1998:39-75)

Governments are uneasy about such NGOs. On the one hand they may well recognize the economic value of their projects, but on the other hand they see the empowerment elements as trouble-making. (Clark, J., 1991:74-91)

2.3. Government and NGOs' relationship

There are different types of relationship between government and NGOs that can be manifested in the real world. Relationships can take many forms that are either arbitrary or deliberate. However, the type of relationship can be evaluated either as confrontational or collaborative, or subservient or subversive. When relationships are planned with positive sense of equality and cooperation, they may be considered as partnership type.

The legitimate government will remain as a vital organ to take care of the citizens' security and work on the overall socio economic provisions and relations with the

external world and acting as a prime mover; however, depending on the features of government in power, NGOs need to have a role in a space of governance. The level of interaction and the type of relationship among them can easily indicate whether there is complementarities or not in the move towards nations' human development endeavours.

According to White and Robinsons, (1997) ... Complementarities between the state and civic - organization in the provision of social services is now widely accepted. The potential for developing closer and more enduring forms of inter- institutional collaboration is founded on the creation of mutually reinforcing relationships between governments and local citizens... and it is argued that the efficacy of public - civic collaboration in any given society depends on the extent of structural inequality, the nature of the political regime and the legal framework governing the voluntary sector on the one hand, and the institutional character and capacity of the civic and the public realms on the other.

Therefore, it is important to understand one of the types of relationship that is partnership. Although there are no concretized agreements across the board on definitions and principles, this paper will focus on elements of partnership which are mentioned in many of definitions of partnership as omni present in different partnership - from small undertakings to high level engagements and practices.

2.3.1 What is partnership?

The term Partnership refers to the idea of the involvement of significantly different bodies or entities as partners, working together (in spite of underlining differences) to attain a particular project, objective or aim. The term "Partnership" applied to socio-economic development conveys the idea that cooperation between different

bodies or institutions or territorial actors can achieve very good results and can increase the quality of the policies implemented ultimately accelerating and improving socio-economic and territorial development. (<http://www.intrac.org/r-secan.htm>)

In the EU context, the Partnership principle was firstly introduced in 1988 as one of the four fundamental principles governing the Structural Funds. Since then, the principle has evolved significantly starting from a narrow definition, which only included the Commission and the Member States to a wider partnership including the intermediate levels of government (i.e. the Regions) and later the social partners and finally, as defined by the Commission, "other competent authorities". (Napli, 1995)

According to Carmen (2004)], reviewing the literature and talking to the UN and civil society representatives quickly reveals that there is little common understanding regarding the meaning of partnership. Acknowledging that consensus on *the* definition of partnership is probably not possible (nor necessary); many stressed the pressing need for greater clarity and rigor in the use of the term partnership within the UN system. Currently, some UN publications use the term in reference to almost any form of interaction between UN and external actors (including, for example, instances of co-financing, inter-agency coordination, information-sharing and consultation).

A UN publication produces an overabundance of different definitions of partnership, but a general definition that has appeared in several recent documents (and was proposed as a working definition) is cited as:

Partnerships are commonly defined as voluntary and collaborative relationships between various parties, both State and non-State, in which all participants agree to work together to achieve a common purpose or undertake a specific task and to share risks, responsibilities, resources, competencies and benefits. (UNDP, 2004)

While this definition seems to have gained some level of official status, it does not yet appear to be very widely known throughout the academic system.

Many interviewees judged the above definition to be too vague to be of practical use and felt that terms like “collaborative”, “common purpose” and “shared risks” required additional (operational) clarification. Others suggested that a definition of partnership should go further and include (controversial) elements such as equality, trust, and shared values and mutual accountability.

The Relief and development groups of Canadian Council of Christian churches define partnership as follows: “a mutually beneficial relationship between two or more autonomous bodies that share a common vision and are working towards a common goal”. For Action Aid (2003), partnership is a relationship (formal or informal) purposefully entered into development actors in order to achieve certain common objectives.

“Partnership is a relationship that results from putting into practices a set of principles that create trust and mutual accountability. Partnership is based on shared vision, values, objectives, risk, benefit, control, and learning as well as joint contribution of resources”. (CARE, 2005)

2.3.2. Principles of partnership

Different types of partnerships are motivated by diverse factors, have varying governance requirements and face distinct operational challenges. As a result, it is difficult to identify and share generic lessons and best practices that apply across the board.

Suggestions from the literature (most based on purpose or core function) include a simple breakdown between primarily operational vs. Advocacy-oriented partnerships or between process, project and product-oriented partnerships (Murphy and Bendell, 1997).

Witte (2003) identifies three ideal types of networks of partnership: negotiation, coordination and implementation while the Global Action Network Net (Waddell, 2003) has proposed a typology of seven types including, among others: knowledge, task, societal change and generative change networks of partnership.

Here, the goal should not be to seek an exhaustive typology of partnership experiences between governments of different nations and NGOs in the world (impossible at any rate) but to extrapolate the practice of partnership across the board. Nor should diverse partnership experiences be expected to fit neatly into categorized pigeonholes. The aim should rather be to identify broad "ideal types" which capture enough commonality in order to facilitate the meaningful sharing of best practices and the development of operational guidelines tailored to specific partnership types.

Accordingly, Connors and Sarena's (2000), basic principles of partnership that can be considered in a generic form are:

1. Partners have agreed upon mission, values, goals and measurable outcomes for the partnership
2. The relationship between partners is characterized by mutual trust, respect, genuineness and commitment
3. The partnership builds upon identified strengths and assets, but also addresses areas that need improvement
4. The partnership balances the power among partners and enables resources among partners to be shared
5. There is clear, open and accessible communication between partners, making it an on-going priority to listen to each need, develop a common language, and validate/clarify the meaning of terms
6. Roles, norms, and processes for the partnership are established with the input and agreement of all partners
7. There is feedback to, among and from all stakeholders in the partnership, with the goal of continuously improving the partnership and its outcomes -
8. Partners share the credit for the partnership's accomplishments
9. Partnerships take time to develop and evolve over time

2.3.3. Advantages of partnership

The benefits of partnership are potentially manifold. Partnership is often regarded as having positive effects on the effectiveness of the programs and in particular on their preparation and development and also on the selection of projects. In this field, partnership seems to generally increase the appropriate and timely decision-making, the ability to absorb funds, the efficient management of resources and the acceptance of the programs by the implicated actors (also because it helps identifying the real local needs). Besides, it avoids duplication of efforts.

Also, it is often argued that Partnership increases the quality of decisions and decision-making processes. In fact, partnership increases the legitimacy and transparency of decision making but it also has some impact on the quality of analysis, planning and choices of priorities.

Partnership at different levels seem to reinforce innovation and to stimulate learning across organizational boundaries. In fact, it can be argued that partnership is a bottom-up type of approach which, by replacing more traditional top-down and distant decision-making with decisions and solutions created and owned locally, can avoid institutional inertia by adding up to innovation and flexibility.

Finally, another very important but highly controversial point is the impact of partnership on the development of institutional capacity. Certainly, local partnership development and transfer of good practices across different institutional settings can have a very positive impact.

2.3.4. Partnership challenges and solutions

Given all the benefits of partnership at the strategic level, it is now necessary to examine its potential weaknesses and risks. Pointing out at the problems and risks provides a first basis for tackling them and improving the quality of partnership.

Partnership's potential problems are linked to its very essential structure i.e. forums of different bodies, which represent either government levels or, in any case, different interests coming together to talk and take common integrated decisions. Hence, there are risks connected to the setting up of never-ending and inconclusive procedures creating chaos rather than practical arrangements. These are also risks of

over-representation of strong interest of sector offices to the detriment of weaker actors. There are obvious potential difficulties in the dialogue with the real decision-makers and in particular with the States. For example, how can it be ensured that a decision taken at a round-table nationally is then pursued by the State at the round-table with an NGO? Surprisingly, an NGO itself is often not as open to dialogue as it could seem and it tends (for several political reasons) to privilege bigger organizations or institutions as "partners".

To a certain extent, good, effective partnership is something that requires experience, skills and competences which are acquired only through time. Hence, if it is true that the maturity of partnership (in the sense of established relations based on mutual trust and respect) and partnership "capacity" (in terms of the skills necessary to be a partner) are essential to Partnership healthy functioning they are only acquired through time. This is also true for the definition of clear and recognized roles of the actors involved and the procedures and quality of governance structures.

However, this is not to say that the time and efforts spent in creating and improving partnership are not worth. On the contrary, since partnership processes are learning-by-doing type of processes it is surely worth trying to learn from mistakes and successes and then trying again. At the same time, from the point of view of the organization with a smaller role within strategic partnership it is surely worth making their voices heard and pushing for greater involvement and inclusiveness of partnership.

2.3.5. Indicators for effective partnership

The literature on partnership discusses a wide variety of operational issues and lessons. Based upon the priority concerns of parties, the following five key operational indicators related to the management and governance of partnerships were identified: inclusion, clear definition of purpose and roles, participation/power-sharing, accountability, and strategic influence.

The following section explores some best practices and key challenges with regard to each of these. As described above, the usefulness of this discussion would very likely be enhanced if based upon a more precise definition of partnership and a distinction between different forms of partnership. Even then, it is clear that there are no one-size-fits-all rules for successful partnership. Experience has shown that innovation is vital and partnership design must be tailored to its specific purpose and unique circumstances. In light of this, the following section attempts to identify and discuss some basic and best practices for effective partnership. (Partnership on line, www.partnerships.org.uk/AZP/part.htm)

A. Inclusion

A first key operational indicator for effective partnership is getting the right actors around the table. As partnership experience has evolved, a general lesson that has emerged is the importance of involving diverse stakeholder viewpoints. The identification of relevant stakeholders and an "optimal" level of inclusion must, however, derive directly from the specific purpose and goals of the partnership. For example, a partnership mandated to negotiate a highly controversial issue (such as the sustainable development impacts of large dams) will likely need to pay greater attention to issues of inclusion, diversity and representation than one that is

established to implement a more straightforward, pre-agreed development task. Key challenges and recommended practices for achieving inclusion are discussed below.

i) **Conduct a stakeholder analysis** -

ii) **Place particular emphasis on primary stakeholders** - Experience shows that ensuring the effective inclusion of primary stakeholders (i.e. : those most directly affected by partnership activities, for example, ultimate users or clients, target populations or other directly affected populations) requires specific effort.

iii) **Develop a strategy/action plan to promote inclusion** - The adoption of an inclusive approach requires an explicit willingness and commitment to surpass traditional boundaries and entertain alternative perspectives

iv) **Use clear criteria and transparent process to identify partners** - While a stakeholder analysis will serve to identify relevant stakeholder groups, the identification of specific partners will, in many cases, require the definition of specific selection criteria. These might relate to: representativity; organizational mandate; specific competencies, experience or resources; or compliance with specific principles or values.

B. Clear Definition of Purpose and Roles

A second important operational indicator is ensuring that the purpose and expected results of the partnership as well as the respective roles and responsibilities of each partner are clearly defined and commonly agreed. Though this may seem obvious it

is described by practitioners as a classic example of “more easily said than done’ and, in reality, many partnerships fail to explicitly specify goals, expectations and clear roles.

i) Define a common purpose

ii) Establish acceptable parameters of divergence- Every partnership must strike a balance between establishing enough common ground to hold the partnership together and ensuring enough diversity to allow for complementarity of roles.

iii) Focus on results - A results orientation helps to focus and motivate partners.

iv) Negotiate clear partner roles - In addition to clearly defining the purpose and expected results of the partnership, it is highly recommended that specific roles and responsibilities of each partner be explicitly agreed.

v) Aim for specific commitments

C. Participation/Power-sharing

i) Openly acknowledge and address power differentials

This may involve the introduction of specific measures to “level the playing field” through, for example, formalized power-sharing rules, increased representation of “weaker” stakeholder groups, policies to

ensure balanced resourcing, capacity building measures, etc. In the case of the World Commission on Dams, for example, diverse funding sources were considered important in order to demonstrate that the WCD was not beholden to any one set of interests ". (Navroz, 2001)

- ii) **Establish appropriate decision-making structures and rules** - Among the sample of partnership experiences reviewed, the most common form of decision-making was described as "informal consensus".

The most important partnerships find it necessary to introduce multiple internal structures (for example, a governing body, advisory committees, consultative groups, etc.) each attributed to its own decision-making powers and processes. Selecting and justifying which partners will play a governing role and clarifying the relations between different internal structures has proved challenging for many MSPs. The involvement of vaccine producers in the Board of the Global Alliance for Vaccines and Immunization, for example, raised governance concerns for some.

D. Accountability

As partnerships become more influential and decision-making within partnership is increasingly participatory, issues of accountability become simultaneously more important and more complex. The notion of accountability is generally interpreted in a rather loose and abstract manner and is most often described as being based on "integrity", "commitment" and "trust" (v. more formal measures of control). Many observers, however, have highlighted the need for more rigorous and systematic accountability mechanisms. Zadek (2002) argues that without

significant improvements in accountability, MSPs will quickly lose their legitimacy. He adds that achieving genuine accountability will require “deep-rooted change in policy and governance frameworks”. The following are some examples of current and recommended practices for improving the accountability of Partnership.

- i) **Draft an accountability map and strategy**
- ii) **Emphasize (and invest in) transparency and communication** - Transparency and proactive communication strategies are key tools of accountability.
- iii) **Emphasize and support links between partners and their constituencies** -Partnerships can potentially take steps to encourage and build demand for accountability by emphasizing and supporting links between partners and their constituencies, self-imposing standards of “downwards” accountability and even investing in building the capacity of external stakeholders (in particular, clients or target populations) to hold the partnership accountable.
- iv) **Develop and adhere to strict performance standards, monitoring and reporting requirements** - Finally, the development of performance standards and more stringent monitoring, evaluation and reporting requirements have been recommended as necessary steps towards achieving accountable partnership.

2.4 Experiences of different countries

The experience of different countries of Africa, Asia, Middle East and America has reflected different levels of the cooperation between government and NGOs in expanding and reaching the needs of people in service delivery and development. The practical synergy and cooperation of government and NGOs have been

attempting to achieve a change in the processes of building plural views and objectives in a democratic society.

This paper looks into aspects of such experience that may have particular relevance to Ethiopia in shifting approaches within the government and NGOs to look for a broader way of enhancing their level of cooperation, reaching the needy and an often interrelated transformation of roles spanning the state and civil society. In particular, in many countries at different stages of development, non government organizations have emerged as a major stakeholder and partner with government in delivery of social services (often focusing on disadvantaged groups) as well as in national poverty reduction programs.

The involvement of civil organizations in the financing and provisioning of health and education is increasingly an important features of service provisioning, particularly in sub - Sahara Africa and parts of South Asia.

In the education field, civic organizations are engaged in direct service provision by funding the construction, maintaining primary and secondary schools, paying salaries of teachers, and covering costs of training. Direct involvement in the formal sector is the characteristics of NGOs and religious organizations in sub- Saharan Africa, which also has many examples of self help educational initiatives. (Semboja&Therkildsen, 1995)

The India, government supports NGOs with grants for treatment of destitute, the cost of post -partum beds under national family planning, and subsidies for primary health care services. (Berman & Dave, 1996:36) Furthermore, the impressive development in the state of Kerala in particular, presents an illustrative case study in

shifting roles, both within and looking beyond the government system. In Kerala, this has combined bold decentralization in which the government works in partnership with NGOs starting in 1996. Besides, the state government transferred 40% of planning funds as untied grants to elected local government institutions (LGIs), responsible for guiding participatory local development planning. In the latter process, LGIs have often tapped NGOs in designing of local interventions as well as their implementation, such as provision of micro credit, expansion of primary education, health services and entrepreneurship skills training. At the national-level, the noted 1992 constitutional reform provides a supportive basis for such transitions, as does establishment of India's Council for Advancement of People's Action and Rural Technology, which channels government funds to NGOs (World Bank, 2005a).

In the last 2 decades, microfinance has grown rapidly around the globe as a key intervention to address poverty of income and assets in Bangladesh. 11.5 million poor households access microfinance from organizations such as the Grameen Bank, BRAC (formerly the Bangladesh Rural Advancement Committee), Association for Social Advancement, and Proshika. While it has been argued that extensive NGO activities in Bangladesh are a response to gaps left by government efforts, it is important to stress that the environment for NGOs, characterized by a combination of Government support and generally "hands-off" regulation, has been important for NGOs' dynamism. Grameen Bank, for example, was given institutional legitimacy via a special 1983 law after which it has succeeded in constantly reinventing itself. The role of NGOs expanded in the area of education with an official discussion and synergy works with the government, where only half of officially recognized primary schools are government-run: 24% are run by non-religious NGOs (plus 5% in the form of Islamic madrassahs) but under the national

curriculum and with government funding or sizeable subsidy. This reflects the government's emphasis on expanding access and a strategic division of labour, with "NGO school provision to focus more on socially and geographically marginal groups that the state system does not reach" (World Bank, 2005a).

In Yemen, The Government established the Social Fund for Development (SFD) in 1997 to address high poverty (42% of a population with an average income of \$450) combined with the problem of mistargeting of existing social assistance programs. SFD's core objectives include mobilizing communities for self-help and building capacities of communities, NGOs, and local governments to advance local development and SFD-funded interventions include community-prioritized, community-supported public works, as well as micro-enterprise, income generation and expansion of social services mainly education and health for children and mothers.

As outlined in World Bank (2005a), SFD represents several institutional innovations, particularly the shift to demand-driven service delivery that is (with a special emphasis on meeting women's needs) and multi-channel service delivery. This has been supported by capacity building to NGOs, communities, and private sector to identify, implement, and operate SFD projects. Successful operations led to continual scale-up (from an initial \$80 million to \$340 million in the third phase), with particular expansion in areas like education, health, and water supply, responding to strong community demand that was well addressed.

In China, NGOs entered following the opening- policy and the number of NGOs started to increase dramatically in the 1990s; however, the first officially registered NGO was in the year 1994. Currently the number of NGOs in China has grown:

280,000 registered in the year 2005. According Zhao, China appreciates the positive effects that NGOs are contributing to social developments. These include bringing up overall social levels in the areas of medical research such as the AIDs vaccine project, raising awareness for socially under privileged, improving public services like education and health, voluntarism, environmental protection and increasing the annual inflow of 100 million to 200 million US Dollar inflow in China. The article also points out that NGOs help China to become closer to a "rule of law." On the other hand, he also stated in his article that NGOs' undermine national security, destroy political stability, foster corruption, as well as propagate foreign practices. He especially warned that some foreign NGO bodies 'Spy on and gather information on China's military, political and economic in formations.[
<http://www.worldpress.org/Asia/2506.cfm>]

In Argentina NGOs were the victims of political suppression during the period of dictatorship. They were incapable to defend themselves in the absence of support from other institutions. However, since the return of democratic governance, a new generation of NGOs is emerging in the country. Thus, a new space has been opened for relating with the government. Though the past experience of the days of dictatorship is still weighing heavily, NGOs - government relations are evolving in the improvement of health services and schooling for children coming from the disadvantaged groups of the society. (Wils and George, 1993)

NGOs operating in Indonesia are expected to request permission from provincial government with an approval from Regional government. Getting the formal permission is always a problem; however, there are opportunities whereby the government and NGOs collaborate in primary education expansion and in health sector, especially in regular and periodical vaccination campaigns. (Wils and George, 1993/94:6-18)

NGOs and other civil society organizations in Ghana, Zimbabwe, and Kenya, in collaboration with their governments, provide roughly 40% of education and healthcare (Pollard and Court, 2005). In the Philippines (as in Bangladesh), NGOs act as service providers for non formal education (e.g., literacy and life-skills training) to the poorest population segments. Looking beyond formal NGOs, the US mobilizes volunteers (often just-graduated college students, who are paid a modest stipend) to teach in public schools in disadvantaged rural and inner-city areas under Teach for America (World Bank, 2005a).

Finally, as cited in the article written by Gordon W. and Mark R. (1997), in several African countries, the state has financed health services provided by missions through grants, subsidies and tax exemptions. Tanzanian government has designated certain voluntary agency hospitals as district hospitals with a contractual relationship for providing some public services in exchange for grants and personnel. The Zambian government supports mission health facilities in rural areas through bed grants and staff secondment.

CHAPTER - III:

3. Data Discussions and Findings

3.1. Contribution of NGOs in Ethiopia

The long time presence of NGOs in Ethiopia has self proof engagement and relationships with government. However, the level of their contributions and the type of relationship they have been exercising differ from one type of government to the other. When the relationship is more facilitative, cooperative and mutually figured out type, development contributions and complementarities of NGOs with that government increase.

Why do we need to assess the relationship and contributions of NGOs and the government both at federal level and particularly at ANRS level? the answer is to understand the importance of relationship type, point out limitations and improve relationship for a possible increased contribution of NGOs in social service delivery and development.

NGOs have been contributing in many of social development sectors in the country mainly in food security, health, water, education, physical infrastructure, capacity building and HIV-AIDS. Moreover, NGOs operating in the country have given an employment opportunity for 9,803 educated and semi educated people (as of December 2002) and their planned expenditure for 2004 up to 2007 is nearly 5 billion Birr. (Ninety % is on development programs and 10% on relief and rehabilitation operations). (CRDA & DPPC, 2004)

Based on the aggregated data, in five years (1997-2001) in six regions (Oromiya, Amhara, SNNPR, Somali, Tigray and Addis Ababa) the percentage share of sectors in terms of expenditure looks like the following:

Table 1: Percentage share of NGOs' expenditures by sector

S/N	Sector of intervention	% Share of expenditure
1	Health and Water	51
2	Food security	17
3	Physical infrastructure	15
4	Education	11
5	Capacity Building	5
6	HIV-AIDs	1
Total		100

Source: CRDA and DPPC, 2004

As one can see from Table 1, more than 80% of total expenditure and interventions are mainly in social service deliveries and development programs. This clearly shows the historical transformation of NGOs from relief to grass root development activities both in urban and rural Ethiopia.

Concerning the major achievements or outputs of NGOs from 1997 to 2001, some 360 projects were implemented by 271 NGOs (188 local and 83 international). The major outputs by type of NGO in the six selected regions are the following:

Beneficiaries

Beneficiaries could be categorized into direct and indirect. Direct beneficiaries are the rural and urban heads of households targeted by NGO projects. Indirect beneficiaries refer to those who try to adopt new production techniques introduced by the NGO projects.

Twenty million people benefited in one way or another from NGO development programs alone, that is, excluding relief operations in the five-year period (1997 - 2001). About 3.2 million people benefited from the relief and rehabilitation programs in the same period.

Nearly 98.5% of the NGO employees were Ethiopians. About 11% of the NGO staff hold management positions with executive roles while 39% provide technical services and 50% are support giving staff. Local NGOs account for 77% of the NGO workforce (7,551 employees of whom 36% are female).

Expenditures

During the period 1997 - 2001, NGOs that implemented programs in the six regions made financial outlay of some Birr 3.53 billion of which Birr 3.18 billion was spent on various development activities.

The collective contribution of the NGO sector to development and also to emergency management is poorly recorded and assessed. Detailed areas of NGOs program interventions look like the following:

1. Food security that encompasses:
 - Food crop production

- Livestock development
 - Conservation of natural resources and forestation
 - Economic diversification (mainly income generation through the provision micro finance services)
2. Health and domestic water supplies that includes:
 - Health facilities
 - Health care/services
 - Development of 'safe' water sources
 3. Reproductive health and family planning
 4. HIV/AIDS
 5. Education facilities (formal and non-formal)
 6. Capacity building involving
 - Human resource development
 - Organizational development
 - Institutional development
 7. Urban and rural physical infrastructures
 8. Emergency

Assets created

A number of clinics, health posts, hospitals, training centres, schools, access roads, bridges/fords, irrigation schemes, water supply schemes, conservation structures, residential houses and toilets have been constructed. Overall, the major achievements of NGOs in the period of 1997 - 2001 are listed below primarily to demonstrate the extent of the contribution.

The figures below are the 'best' approximation of the data of the relevant regional government offices, mainly NGO Desks and Bureaus of Regional Disaster Prevention and Preparedness supplied.

Table 2: Quantities of NGOs' output by sector of intervention in Oromiya, Amhara, SNNPR, Somali, Tigray and Addis Ababa region from 1997- 2001.

S/n	Sector of intervention	Outputs	Unit of measurement	Quantity
1	Food Security	Supplied farm tools	House holds	522,455
		Provided draft animals(oxen)	No.	1,764
		Land brought under irrigation	Hectare	4,174
		Supplied agricultural inputs	100kg	2,374
		Physical conservations (constructions and maintenance)	Km	644,144
		A number of tree seedlings distributed to farmers for free and nominal charges	No.	50,700,000
		Income generation activities supported- schemes	No.	4,695
2	Health and water	Health post constructed	No.	655
		Clinics constructed	No.	125
		Hospitals built/ rehabilitated	No.	21
		Clean water sources developed	No.	2,950
3	Education	Schools built - formal	No.	421

		Schools expansions supported	No.	48
4	Capacity Building	Farmers trained in various skills	NO.	973,565
		Children empowered through several interventions	No.	6,766
		Saving and credit associations set up and made operational	No.	2,517
		Training centers established	No.	329
5	Physical infrastructures	Road constructed	Km	9,785
		Bridges constructed	No.	40
		Residential houses built	No.	2,844

Source: CRDA & DPPC, Information package on NGOs contributions; development studies Associations (2004) Addis Ababa

Given the deep-rooted nature of the poverty level in the country, NGOs contribution may not help to bring about a significant sustainable development impact in the country; however, their contribution warrant official recognition.

3.2. Contribution of NGOs in education sector- in Amhara National Regional State.

So far, we have seen the contribution of NGOs in different sector of development in different regions of the country. To substantiate the contribution of NGOs at regional level and for straightforward measurement of their contribution made, let us see what they have contributed in education sector in ANRS. Here, the purpose it is not to single out and show what the sampled NGOs have contributed in education but what NGOs in general as sector contributed in increasing gross enrolment ratio of students at primary formal education, increasing trend of

enrolment of students and percentage share of NGOs' constructed schools in the region. This is with a view that contribution of NGOs made has direct implications in determining the type of relationship NGOs could have with regional government.

Why was Amhara region and education selected? NGOs have diverse programs in all regions of the country. Due constraints of capacity in time and logistics, it was impossible to assess all the regions. The Amhara region was selected because it is the second largest and populated region with two special ethnic zones (Two Agewai Zones and one Ormiyia zone). The region can, therefore, give diversity flavour and representations. In addition, the researcher is familiar with the region. The education sector was chosen because of the reason that education is the key factor that can have multiple implications over the other development sectors. NGOs operating in Amhara regional state that focus on the education and other sectors are considered in the assessment of the relationship NGOs have with government both at regional and federal level. Although NGOs' head offices are at federal level, they are expected to have a working relationship with sector ministries and agencies both at federal and Amhara regional level that have direct and indirect policy and operational implications on their program implementations.

The current government has given priority for the expansion of education in the country much greater than its predecessors. The regional state has also been focusing on the expansion of education as a key sector of social development program for solving all other social and economic development related problems of the country as part of human development endeavours.

Accordingly, the gross enrolment ratio for the primary education was only 57.4% by the year 1993 (MOE, 2001:3-4), but now, in 1999 EC (2006-2007) it has reached to

99.3%. This significant progress shows the highest level of commitment given for the sector from all stakeholders including NGOs. Although the government at both the Federal and Regional levels have been playing the leading role, this level of achievement was possible with the contribution of NGOs as well. When it comes to Amhara region the same level of achievement has been registered.

Table 3. Trend and gross enrolment ratio of students at primary formal education from 1987-1998 EC in Amhara National Regional State

Year	Enrolment			Gross Enrolment Ratio
	Urban + Rural			%of school aged Children
	Male	Female	Total	
1987	302,592	256,628	559,220	NA
1988	387,111	320,630	707,741	22.3
1989	505,227	406,037	911,264	28.0
1990	594,128	468,525	1,062,653	33.8
1991	701,630	573,016	1,274,646	39.6
1992	817,456	689,668	1,507,124	46.5
1993	940,452	806,860	1,747,312	50.9
1994	1,055,762	892,286	1,948,048	55.4
1995	1,097,699	925,414	2,023,113	56.0
1996	1,170,531	1,028,083	2,198,614	64.2
1997	1,457,662	1,321,125	2,778,787	80.7
1998	1,628,224	1,492,032	3,120,256	86.3

Source: Compiled from Amhara Education Bureau Annual statistic

NA= Not available

The number of enrolled students both in Government and in Non-Government schools at primary formal education twelve years back in 1987 EC it was only 559,220. After twelve years, in the year 1998 EC, the total number of students in both government and non-government schools has grown up to 3,120,256, which is 458 % greater than in the year 1987.

The gross enrolment ratio of students at primary education both in urban and rural Amhara has shown tremendous growth which is from 22.3% in 1996/7 to 86.3% in 2005/6. Further, by the end of 2007, the gross enrolment ratio of students at primary education in Amhara will reach 91% which is equivalent to the national average (91.3%). The net enrollment ratio at primary formal education in Amhara region in 2005/6 is 71.2%

The role of NGOs in expediting the primary education coverage in the region is estimated from 6 - 8 %, which is mainly supported by the introduction of alternative basic education, a new approaches solely introduced by NGOs.

Table 3 clearly shows the steady growth of students' enrollment and of gross enrollment ratio in the region, especially after 2004. Since then, NGOs and the regional bureau of education have been cooperating in experience sharing and educational program implementations which are based in the improved relationship.

3.2.1 Enrolment tend of students in Government and Non government schools

Table 4 : Amhara National Regional State trend of enrolment of students at primary formal education (1995/6-2005/6) both in government and non government schools

Year	Enrolment					
	Government			Non Government		
	Male	Female	Both	Male	Female	Both
1987	300028	25037	554,065	2564	2591	5,155
1988	383695	317175	700,870	3416	3455	6,871
1989	501879	402807	904,686	3348	3230	6,578
1990	560608	465043	1,055,651	3520	3482	7,002
1991	698108	569547	1,267,655	3522	3469	6,991
1992	813770	685918	1,499,688	3686	3750	7,436
1993	935630	80285	1,737,915	4822	4575	9,397
1994	1048524	885268	1,933,792	7238	7018	14,256
1995	1087524	918578	2,003,402	10175	9536	19,711
1996	1157321	1015693	2,173,014	13210	12390	25,600
1997	1436865	1302053	2,738,918	20797	19072	39,869
1998	1595153	1448607	3,053,760	33071	33425	66,496

Source: Compiled from Amhara Education Bureau annual statistic

As it is depicted in Table 4, the contribution of NGOs in increasing the number of students at primary formal education have been growing from 5,155 in the year 1995/6 to 66,496 in the year. The growth is 1190% greater than the number of students in Non Government School in the year 1995/6.

3.2.2 Trend of number of schools constructed by Government and Non Government

Table 5: Amhara National Regional States trend of number of schools for formal primary education (1995/6-2005/6) constructed by GO and NGOs, and Percentage share of NGOs' constructed schools.

Year	Number of school			% Share of NGOs
	Gov.+ Non gov.	Government	Non-government	
1987	2565	2555	10	0.39
1988	2630	2617	13	0.49
1989	2703	2690	13	0.48
1990	2759	2746	13	0.47
1991	2819	2806	13	0.46
1992	2895	2882	13	0.45
1993	2928	2913	15	0.51
1994	2975	2944	31	1.04
1995	3011	2973	38	1.26
1996	3158	3100	58	1.84
1997	4056	3945	111	2.74
1998	4652	4473	179	3.85

Source: Compiled from Amhara Education Bureau Annual statistic

The increase in the number of primary formal schools has been slow up to 1994 EC (2001/2) but in the year 2004/5 and 2005/6 number of schools constructed by non government actors have almost been doubled. Out of the total number (4652) of primary formal schools in the region, 179 formal schools were established by NGOs. The Non-government schools in the region account for 3.85% which can not be undermined. Since 2003, the percentage share of number of schools constructed by the NGO sector increased. This can be attributed to the favourable working environment for NGOs by having cooperative relationship with the regional government.

3.3 GO and NGOs relationships in Amhara region.

There is increasing evidence of the strong linkage between education and poverty. This can be manifested in a cross-generational cycle that poverty leads to low investment in children's education leading to low income and poverty for the next generation or to what is called "virtuous cycle" of increasing human capital and well-being (Spohe,2003), which strongly argues for governments and NGOs to invest in education for the public good.

In the region, the recognition and the commitment to education have been reflected in two government-led joint efforts. The first is the expansion of primary schools and constant growth in enrolment of school children. Second, there has been commitment to cooperate with NGOs working in education sector with a shared objective and 'partnership' type of practices.

In this regard Amhara Region has a got an experience in creating a relatively favourable working environment for NGOs both at an operational/ implementation level to cooperate for a better result. The opportunity for sort of policy dialogue has encouraged the regional education bureau to adopt lessons gained from NGOs in running school programs and fed in to the formal government school system. These achievements were possible through the following:

- a) The region has established regular NGO - GO forum, which particularly focused on education. The forum called Amhara Education Regional Development Cooperation (AERDC)and was established in 2004.

- b) Members of the AERDC are international NGOs working in education sector

(Save the children- Denmark, Norway, Action Aid, plan international, Pact, etc.)

Local NGOs(WABI, Code-Ethiopia, Women Support, FCE, .Etc.)

Development associations (Amhara Development Agency(ADA) and

Organization for Relief and Development in Amhara (ORDA) and Amhara

Bureau of Education

- c) NGOs and the Regional Education Bureau and the regional government with the involvement of all sector offices do have regular NGO - GO forum.

This has enabled to improve their (NGOs - GO offices) relationship in the region through discussing operational problems that NGOs faced, reaching on a common understanding on prior needs and gaps in the region, reviewing and evaluating the progress of NGO-run programmes .

- d) In the education sector, NGOs and Education Bureau have a secretariat office that deals with communication, documentation of minutes and organizing experience sharing field visits, and discussion forum on some education policy issues.

- e) AERDC has developed a guiding manual that stipulates the role of NGOs and Bureau of education, shared objective- enhancing education in the region, and creating conducive environment for all efforts in expanding primary formal and non formal education in the region.

Moreover, the region has developed an operational manual that guides the relationship and program implementation of NGOs. Although the guideline emphasizes the obligation of NGOs to abide by the rules and policies of government offices respective to their areas of sector operation, the guideline has helped to

facilitate the relationship between the NGOs and the regional government offices. However, most of the interviewed people both from regional government offices and the NGOs have said that it does not mean NGOs do not have problems with the bureaucracy of each sector offices. In most of the interview, there is a partnership feeling but the rigid nature of government structure does not allow partnership works with NGOs. Most of the sector offices consider NGOs' work and cooperation as an extra duty to their regular assignment. There is no assigned appropriate staff in any of the service sector government offices structure that deals with coordination. Besides, facilitation of NGOs' development interventions and annual work plan of government offices do not reflect availability of any cooperation work with NGOs.

3.4 Government and NGOs Opinion on NGOs' Contribution in Service Provisions in general and to education in particular.

Table 6: Opinion on NGOs' contribution in service delivery

S/n	Description of the variables	Respondents Responses(100 sampled survey)					
		Government(50 sampled survey)				NGOs (50 sampled survey)	
		Federal (25)		Regional(25)			
		Frequ ency	%	Frequ ency	%	Frequ ency	%
1	How do you rate NGOs' contribution in the social service(Education, health, Drinking water supply...) delivery both in urban and rural						

parts of the country							
Poor	-	-	-	-	-	-	-
Satisfactory	14	56	5	20	26	52	
Good	11	44	20	80	14	28	
Very good	-		-	-	10	20	
Do not know	-		-	-	-	-	

Source: own survey of June 2007

According to the opinion survey made on the contribution of NGOs in social delivery specifically on education, health and drinking water both in urban and rural part of the country, 44% of respondents from the federal sector offices rated NGOs contribution as 'good' and 56% of them rated it as "satisfactory" whereas 80% respondents from regional sector offices rated it as "Satisfactory" and 20% of them rated it as "good".

Thirty-eight per cent of respondents from government sector offices (federal and regional) rate NGOs contribution service delivery as *satisfactory* and the remaining 62% of respondents rate NGOs contribution delivery as *good*. However, 80 % of respondents from NGO office rated their contribution service delivery as "Good" and 'very good'

Concerning, the performance of NGOs in service delivery there is a difference at regional and federal levels as the federal level rating is relatively lower while NGOs themselves look happy with their own performance. The difference on the expectation levels within the government implies the absence of joint planning of programs and agreed way of measuring levels of performance. Thus, differences in opinions are important in determining the level of relationship that should exist between NGOs and government.

3.5 NGOs and their Geographical distribution

Table 7: Distribution of NGOs in Ethiopia

S/N	Regions	Number of NGOs
1.	Addis Ababa	210
2.	Afar	10
3.	Amhara	130
4.	Oromia	85
5.	SNNPR	27
6.	Tigray	25
7.	Somali	85
8.	Ben. Gumz	10
9.	Harari	90
10.	Gambiella	30
11.	D/Dawa	13
Total		715

Source: Up dated data obtained from DPPC by interviewing, June 2007

Note: some NGOs are working in more than one region at a time.

As shown in Table 7, there are more NGOs in Addis Ababa than in regions and even fewer in peripheral regions. Since there is no policy direction to lead geographical distribution of NGOs in the country, their distribution is mainly based on the interest of NGOs themselves. Preferences are based on history, religion, availability of infrastructure, security and emergency situations which could be pulling factors for NGOs interventions.

Unsystematic and uncoordinated geographical dispersion of NGOs in the country can also be mentioned as a factor that dimensions the possibility of showing impact in a concentrated area with the complementary role of NGOs interventions based on their areas of competence. The question here is do all NGOs have identified their areas of competence or are they just tuning themselves to the possible available funding situation? NGOs with no strongly identified area of competence are subject to involve in multiple sectors (health, agriculture, education, HIV/Aids, food security

only with a sector specialist staff) but they generally end up with no impact. On the other hand, development intervention by an NGO focusing only on one sector does not bring any significant impact as the need gap of any community is diverse; NGOs, therefore, should develop a mechanism that facilitates functional and geographical integration. That is, if different NGOs are specialized or institutionally identified on different sector like health, education, agriculture and environmental resource management, they can jointly identify intervention areas and implement the projects of their competence and they can find out cross cutting activities that they should coordinate. For example, water point selection can be done with other NGOs working on school or health posts so that the water point strategically can serve both the school and health post for a practical hygiene and sanitation education for clients in a health post and students in a school. Moreover, school nearby a water point can take the advantage of teaching students of vegetables plantations in backyard and can help them to learn the importance vegetables and fruits in their dietary as a source of vitamins and nutrients.

3.6 NGO - Government relations at different levels

NGOs have tangible contributions in social and economic development of both at federal and region level, hence the study focuses on both federal and Amhara region. The existing strong link among federal ministries and agency offices with the regional offices do have direct and relevant implications on the relationship of NGOs and government offices. Moreover, the political and strategic leadership emanates from the centre. Therefore, it is worthless to study government and NGOs relationship without considering the Federal state.

Table 8: Opinions on Government - NGO relationship

S/n	Description of the variables	Respondents Responses(100 sampled survey)					
		Government (50) sampled survey				NGOs(50) sampled survey	
		Federal (25)		Regional(25)			
		Frequency	%	Frequency	%	Frequency	%
1	How are you related to NGOs / Government?						
	-In time of project appraisal for agreement	25	100	25	100	50	100
	- In time of agreement signing	25	100	25	100	50	100
	- Project monitoring and evaluation	10	40	16	64	50	100
	-Joint planning sessions	-	-	5	20	10	20
	- Joint implementation sessions	-	-	9	36	25	50
1	- Joint M& E	12	48	17	68	37	74
	- In policy discussion/ formulation forum	3	12	7	28	10	20
2	Do you think the relationship you have with NGOs / Governments offices is a partnership type?						
	Yes	13	52	16	64	37	72
	No	11	42	9	36	13	28
	Do not Know	-	-	-	-	-	-
3	How do you rate your office relationship with NGOs/ Government office						
	Poor	15	60	8	32	-	-
	Satisfactory	10	40	8	32	24	48

	Very Good	-	-	9	36	26	52
	Do not Know	-	-	-	-	-	-
4	As rated above, What caused the relationship level?						
	.Policy	25	100	-	-	26	52
	.Working approach	12	48	25	100	39	78
	.Organizational capacity	-	-	18	72	37	74
	.Organizational structure	-	-	7	28	13	26
	.Transparency & Accountability	13	52	-	-	25	50
	.Coordination	11	44	8	32	50	100
5	You as responsible staff, how do you rate your personal relationship with NGOs or Government offices						
	Poor	12	48	-	-	-	-
	Satisfactory	13	52	9	36	13	22
	Very Good	-	-	16	64	39	78
	Do not know	-	-	-	-	-	-

Source: Own survey June, 2007

As indicated in Table 8, NGOs operating in the country have different level of relationship with government offices at different levels of hierarchy (Federal, Regional, Zone and Woreda). Within these political levels of hierarchy, there are also sector offices and administrative hierarchies with different powers of decision making. In this study, the questionnaire is focused on the relationship level of NGOs with federal and regional offices on selected program activities such as project appraisal, agreement signing, project (joint and individual) monitoring and evaluation, planning session and policy discussion and formulation.

Based on 50 respondents from government offices (both federal and regional) as well as 50 respondents from NGOs, it can be concluded that there is a strong Government- NGO relationships (100%) during project appraisal and agreement signing. Almost all respondents from the federal responded that joint planning and joint implementation sessions between NGO and Government offices never happen. Twenty per cent and 30% of the respondents from regional office considered joint planning and Joint implementation session as relationship points respectively. In general it is the opinion of NGOs and government offices that project appraisal , agreement signing and individual monitoring and evaluation are the main contact points for NGO- government relationship but policy discussion and formulation as an activity point for NGOs and Government relationship accounts for least chance of NGOs - government relationship.

Table 8 shows that the majority of the respondents think that the relationship type between NGOs and government offices is a 'partnership' type (52% federal and 64% regional and NGOs 52%). Most of respondents perceive or understand partnership as a normative value based on the level of cooperation, resource sharing and program monitoring. However, most of the respondents during the interview agreed that NGO projects in all regions need approval of government sector offices and government office do follow up the progresses of these program activities. However, such relationship does not show partnership. Although a number of respondents considered the relationship as partnership type, it is not. If it is should be considered as poor partnership, because it lacks inclusiveness of stack holders, no clearly mapped out accountability and decision making procedures in the relationship that shows equality in power sharing, however the attempt made to spell out role and responsibility of NGOs is affirmative though the government

used it as instrument for controlling. Moreover, in partnership the need for trust from both sides is so fundamental but here it is so weak that it may take a very long time to reach to the expected level.

How do Federal government offices rate the relationship they have with NGO offices? Sixty percent of the federal respondents feel that the relationship is *poor* and 40% of them responded *satisfactory* whereas 36% and 32% of regional respondents think it is *very good* and *satisfactory*. Forty-eight per cent of NGO respondents rated the relationship as *very good* and 52% of them rated it as *satisfactory*.

Federal, Regional government offices and NGO offices were asked why they rated the relationship as poor, satisfactory, etc. and 100% of the respondents from federal office identified policy as the main factor for the poor relationship whereas 100% of respondent from regional office responded working approaches like project cycle management are the main causes for the poor relationship that exists between government and NGO office. They think that coordination, organization capacity and working approach also determine the nature of the relationship.

Respondents from government offices (both federal and regional) were asked how they would rate their personal awareness of relationship with NGOs working environment and personnel working in NGO offices and 48% of the respondents rated their personal relationship as *poor* and 52% of respondents rated the relationship as *satisfactory*. In the contrary, 64% and 78% of respondents from regional and NGO offices respectively rated their relationship as *very good*.

Based on Table 8, one can conclude that Government - NGO relationship as well as person to person relationship is very low. At regional level, NGO and government relationship is better than the Federal both at office and personal levels.

Many of the interviewees commented that NGO-government relations are much better at regional level than at federal level. There are two obvious reasons for this. First, the impact of the work NGOs do is much more visible at regional level. If NGO activities have a clear impact, government officials at regional level are at a better position to recognize this than federal government people. NGOs make great efforts to inform regional government about all the stages of their project and to involve regional government officials in their implementation and monitoring. The second reason for more positive relations at the regional level is that, until now, NGO assistance is seen as an additional resource, to their regular budget that come to meet the local pressing development needs.

3.6.1 Practical factors that have indications on Government - NGO relationship

With the intention of identifying main practical factors that have implications on GO- NGO relationship, the following points were raised in the questioner.

Table 9: Practical factors that have indications on Go- NGO relationship

S/n	Description of variables	Responses(out of 100 sampled survey)					
		Government(50 sampled survey)				NGOs (50 sample survey)	
		Federal		Regional			
		Frequency	%	Frequency	%	Frequ ency	%
1	NGOs registration process is lengthy						

	Strongly agree	3	12	15	60	25	50
	Agree	2	8	10	40	13	26
	Do not know	8	32	-	-	12	24
	Disagree	12	48	-	-	-	-
	Strongly disagree	-	-	-	-	-	-
2	Geographical distribution of NGOs , coordination and linking NGOs' projects to national program is poor						
	Strongly Agree	13	52	19	76	14	28
	Agree	12	48	6	24	13	26
	Do not know	-	-	-	-	13	26
	Disagree	-	-	-	-	10	20
	Strongly disagree	-	-	-	-	-	-
3	Tax payment demand on NGOs' imported items on drug and school materials is a hindrance						
	Strongly Agree	-	-	-	-	25	50
	Agree	11	44	6	24	12	24
	Do not know	-	-	-	-	-	-
	Disagree	14	56	19	76	-	-
	Strongly disagree	-	-	-	-	-	-
4	Standards set on schools infrastructures, and teachers at community - difficult						
	Strongly Agree	-	-	-	-	28	56
	Agree	25	100	25	10	22	44
	Do not know	-	-	-	0	-	-
	Disagree	-	-	-	-	-	-

	Strongly disagree	-	-	-	-	-	
5	Work permit for expatriate staff is a difficult task						
	Strongly Agree	12	48	18	72	-	-
	Agree	13	52	7	28	37	74
	Do not know	-	-	-	-	-	-
	Disagree	-	-	-	-	-	-
	Strongly disagree	-	-	-	-	-	-
6	There a competition over international fund sources						
	Strongly Agree	-	-	-	-	36	72
	Agree	25	100	17	68	14	28
	Do not know	-	-	8	32	-	-
	Disagree	-	-	-	-	-	-
	Strongly disagree	-	-	-	-	-	-
7	Permits on local money making permits is not available						
	Strongly agree	-	-	-	-	-	-
	Agree	25	100	19	76	15	30
	Do not know	-	-	6	24	5	10
	Disagree	-	-	-	-	-	-
	Strongly disagree	-	-	-	-	-	-
8	NGO support to private sector is not allowed						
	Strongly agree	-	-	-	-	1	2
	Agree	14	56	13	52	5	10
	Do not know	-	-	12	48	9	18
	Disagree	11	44	-	-	35	70

	Strongly disagree	-	-	-	-	-	-
--	--------------------------	---	---	---	---	---	---

Source: own survey June 2007

As we can see from Table 9, (48%) of the respondents from the federal government office strongly disagree about the lengthy nature of the NGO registration process and 32% of them are not sure of their position whereas 60 % of the respondents of the regional government agree that the registration process is lengthy. On the some line, concerning respondents from NGO offices, 50 % strongly agree and 26% agree that the registration process is lengthy. In relation to this, it is important to investigate why the federal respondents significantly differed from the regional office in spite of being the agents. NGOs registration, licensing and renewal are the key points for assurance of NGOs' existence and they show the level of scrutiny NGOs enjoy. This could be taken as an indication of the level of mistrust the central government has on NGOs. From NGOs perspective, it shows that their independence and legitimacy is under check. That is when the regulatory role of government is disproportionately outweighing other responsibilities. We know the government has been making a lot of civil service reforms with the intention of uplifting the efficiency and effectiveness of government institutions. Therefore, NGOs registration and certification should be reviewed if it is believed that they are poorly designed to meet political ends.

Significant numbers (74%) of respondents from government offices believe that geographical distribution of NGOs and their coordination to the national development program is poor. Only 20% of the respondents from NGOs disagree but most (54%) of the respondents from the same sector agree that NGOs geographical distribution and programs are not well coordinated. On this issue, both government and NGOs do have similar stand. So, what is the solution? In the

absence of strong partnership, enabling situation or spaces for NGO- Go discussion forum, the possibility of joint planning of programmes will remain minimal.(Earlier in this chapter, we have seen that joint planning sessions within NGO- Government relationship is minimal).

Regarding the tax payment demand on NGOs imported items (drug, school materials), 50 % of respondents from NGO offices believe that tax burdens on NGOs' imported items undermine NGOs' potential to reach the needy. Most of the respondents from the government office, on the other hand, disagree with the view that tax is a hindrance for NGOs to operate efficiently.

Moreover, Table 9 shows that standards set on school constructions and teachers at a community level are difficult to attain. On this issue, nearly all respondents from government offices but only 24% of the respondent from NGOs agree while 22% of NGO respondents said they do not know, and 54% of them did not respond to this issue.

Work permit procedure for expatriate staff is consider a difficult issue but 52% of respondents from federal government on the issue answered that they do not know and 48% agreed. Most of the regional respondents (72%) agree on the difficulty nature of work permits whereas 74% of NGOs respondent agree that work permit for international staff is a difficult procedure.

3.6.2 The government perspective

The government people interviewed the following grievances about the work of some NGOs:

- a poor capacity for the work they intend to do
- too high overhead costs
- operating in an uncoordinated manner
- a mismatch between NGOs' geographic spread of activities and the needs of the population
- Self-centred motivation-Big cars and salaries.
- Most NGO staff are 'drop out' from government structures for many reasons- In most cases, these staff do not facilitate good relationship; rather they stand against government.

In many of cases, it looks that the government has grievances about NGOs. One commonly mentioned weakness is that NGOs have a poor capacity for the work they intend to do. This comment is probably partly justified. A large number of indigenous NGOs have been established only in the past six years and many are still learning. NGOs and government at regional, zonal and woreda levels could usefully enter into partnerships which would enable all parties to learn and build their capacity.

Another commonly heard criticism about NGOs among government officials is that they have unjustifiable overhead costs that are not justifiable. There is an impression that NGO overhead costs are pushed up by high salaries for staff (especially expatriate staff) and the high cost of imported vehicles and office equipment. This led some observers to believe that many involved in NGOs have a self-centered motivation. Again, there may be some truth in this argument, but it is hard to pass a

judgment without access to detailed statistics about NGO and government programmes, which are sadly lacking. For this reason, NGOs operating in Ethiopia should come with experience to disprove the allegation in time of joint monitoring and report compilations. With good level of transparency and record keeping, and project resource consumptions and outputs, NGOs need to have a chance to bring their operational reports into light for the public through available media, website and publications that may help to show their efficiency in programme management.

Three factors complicate a direct comparison of overhead costs between NGO projects and government projects funded with bilateral or multilateral aid:

- Bilaterally or multilaterally funded projects implemented by government incur lower overhead costs because they rely on the existing state infrastructure and structure, the costs of which are not necessarily reflected in the project budget.
- NGO projects often use more participatory methods for project design and implementation. As a result, project implementation is slow and overhead costs are relatively higher.
- NGO projects, , are much more low-cost interventions than government ones, which by default raises the percentage of the project budget allocated to overheads.

Another grievance about NGOs heard from government officials is that they tend to work in an unco-ordinated manner. They identify a lack of joint planning with government at various levels. This may lead to an overlap and a duplication of efforts. A particular concern is that lack of co-ordination may jeopardise the sustainability of NGO interventions. For example, if an NGO opens a clinic or a school somewhere without proper co-ordination with the government, it could

cause problems for the government later on. The NGO will expect the government to take over the facility and assign health personnel to make it functional when the project comes to an end. If the government has not budgeted for this, it is a serious problem. Government employees mention this as one of the major advantages of the sector development programs in that they will provide a more structured and coordinated approach of all players in a particular sector. Most NGOs will agree that good co-ordination with government at all levels is a key to the sustainability of their activities. Most of the NGO representatives are also positive about the principle of co-ordination in the sector development programs. Their complaint, as mentioned previously, is that they were hardly, if at all, involved in the planning of these programs in the early stages.

Government employees further mention that the geographical spread of NGO projects does not necessarily reflect the needs of the country. It is a common expectation that NGOs are able to reach where government cannot reach and that this is one of their main strengths. NGOs should ask themselves whether NGOs live up to that expectation in Ethiopia.

The process by which NGOs are designing a voluntary code of conduct promises to counter some of the criticism levelled at NGOs. Although some NGOs think the code is too regulatory and restrictive, most of them see it as an essential step in setting and monitoring minimum standards for NGOs and countering unfounded criticism.

There are also areas where the government people appreciate the role and contribution of NGOs related with the introduction of new approaches like, Livelihood Baseline Development and Analysis, Institutional Capacity Building for Disaster Management, various participatory development planning approaches,

integrated pest management practices, Alternative basic education, and child protection and participation. The innovative role of NGOs is well recognized and the government offices have been willing to learn and adopt few of the new introductions like alternative basic education- this is mainly true at region level.

The existence GO-NGOs forum, for example, the Amhara Education Regional Development Cooperation Forum (AERDCF), has created a great opportunity for the practice of 'partnership' between Bureau of education and NGOs working in education. The forum has its own secretariats and has regular and periodical meetings to discuss education issues in the Amhara region. In few cases the forum has created favourable situations to forward policy issues in adopting new approaches in the government education system. The integration of ABE system into the government education system, for example, is a new achievement.

3.6.3 NGOs perspective

In this part of the paper, we investigate the NGOs' point of view and we look into how the NGO-government relationship is affected and consequently how it impacted the performance of development programs, and identify the main issues they raise in connection to the subject. NGOs have their own complaints about the problems they face during program implementation as they are supposed to link up there activities with the government's. They feel that things are not conducive enough to facilitate their work. In most cases, despite the lack of an enabling environment to operate at a full scale there have been significant interventions in different development sectors of the country.

Many of the interviewees, from different backgrounds in the NGOs, described NGO-government relations in Ethiopia as poor. NGOs feel that the government is making it difficult for them to operate. To illustrate this, they refer to the following:

- Complicated registration procedures
- Complications and confusion about co-ordination and dialogue with the government
- Difficulties in obtaining land for premises
- Withdrawal or conditional of tax exemptions
- Problems with obtaining work permits for international staff
- Conflicts about income generation, even when it is on a not-for-profit basis
- Government's stance that bilateral and multilateral funds should not be channelled directly to NGOs.

One of the most commonly cited problem areas for NGOs is registration and co-ordination. NGOs say that there are a large number of institutions involved in registration and co-ordination of NGOs, both at central and regional levels. In addition, procedures and criteria are often unclear and sometimes tedious. This leads to confusion on the part of NGOs and delays in registration. While some NGOs are heard indirectly saying that it took them three years to get registered, others reported to have completed the process within months. The main complaint is that there is no clarity about the procedure and no apparent explanation for delays. At national level, the Ministry of Justice is responsible for registering NGOs, and the Disaster Prevention and Preparedness Commission plays a role in the co-ordination of NGO activities. However, after regionalization, NGOs are now expected to develop their activities from the regions. Agreements, therefore, have to be reached with line ministries at the appropriate level and the DPPC offices at zonal and regional level. It may also be necessary to build relations with the

Ministry of Finance, the Investment Office, the Customs Authority, the Ministry of Labour and Social Affairs and the Ministry of Economic Development and Co-operation. Because of this multitude of institutional partners, reporting requirements are also rather complicated. Many interviewees suggested that NGO-government relations would be greatly improved if there could be a single government department dealing with both registration and co-ordination of NGO efforts, which has clear and transparent guidelines.

Looking specifically at the health and education sectors, NGOs feel that the government's rules and regulations for the registration of schools and clinics are too strict, which means that it is often difficult for them to operate. NGO workers feel that the government should review the appropriateness of its standards where NGOs are making a conscious effort to meet the needs of the community. As many of these schools have very limited budgets, they may not be able to carry out the necessary improvements. Another complaint, particularly from NGOs active in health and education, is that it is difficult to obtain land for their premises. This has led to delays in the expansion of NGO-operated services even though there is a marked demand for them.

A problem specifically for international NGOs is how to obtain work permits for international staff. The government is strict about allowing foreign experts to work on NGO projects. While the principle of giving preference to national staff cannot be questioned, it is felt that international NGOs should have the opportunity to bring in international staff where there is a documented need for them. The government's procedures should give realistic guidelines for these situations and deal with applications in a transparent and timely manner.

Both international and national NGOs face problems relating to tax exemptions. The government has withdrawn most tax exemptions for NGOs. The federal government argues that regional governments should pay the taxes on imports by NGOs working in their region. While again this is a valuable principle, it should not be applied too rigidly. It cannot be in anyone's benefit, for example, if humanitarian supplies of drugs remain uncleared in customs because there are delays in collecting the necessary import duties.

NGOs also allege that there is too rigid a distinction between not-for-profit organizations like themselves and private sector enterprises aimed at making profits. The government's stance is that NGOs should not make a profit, even if they plough their profits back into their core developmental work. The rationale behind this is that NGOs may then start competing unfairly with the local private sector. Key examples include an NGO making use of the maintenance workshop for its own fleet of vehicles to provide workshop services to others for a fee. While the government is right to point to the blurred lines between NGOs and private sector in these instances, the focus of attention should be on how to ensure that the NGO has a sustainable source of finances, while private sector enterprises are not threatened. Simply forbidding NGOs to engage in these activities or closing them down may not be the most productive course of action.

A final grievance mentioned by NGOs is that the government is very reluctant to bilateral and multilateral donors channelling resources straight to NGOs. Donors interested in direct funding of NGOs find themselves discouraged by this government attitude. The advent of sector development programs further limits the scope for direct funding of NGOs. According to NGOs, this limits their potential resource base.

Most of the people interviewed were not very optimistic about NGOs and government relationship. They maintain that the government has a fundamentally different, non-western interpretation of the role of civil society in development. While from a western perspective, the autonomy of civil society organizations vis-à-vis the state is a crucial precondition for it to play its role, the Ethiopian government sees civil society organizations as mere implementers and facilitators of an agenda set by the government, which itself represents the people. This theory sheds a more pessimistic light on NGO-government relations in Ethiopia, as it predicts that positive relations will develop only in as far as NGOs stick to the government agenda. If NGOs venture into more controversial areas, like Good governance , Human right issues and lobbying and advocacy on policy changes, formulations and policy review on nation's specific concerns the government may attempt to curtail their activities.

NGOs also feel that the May 2005 election put them in difficult position as they fear that the Ethiopian government still holds firm to its principles that NGOs should be checked for their existence/registrations and running programs/ project types. However, the current situation in the region and the project level relations are as the same as ever and they have not faced any new obstacles.

The fear that some NGOs express about the effect of the current confusion, lack of clear working modality and one focal institution to deal with overall coordination of service providing and development oriented NGOs(as emergency coordination role of government is clear being DPPA is posted as responsible institution) may lead to a strange situation to the extent of curtailing independent NGOs operations in the country.

The established co-ordination of sector task forces(nutrition, water and sanitation, health .etc) activities in relation to emergency is helping more integration between NGO and government programs and it can serve as an example for a good relationship between NGOs and Government at Federal level. However, there is hardly any similar coordination for service delivery responsibilities. If these practices are replicated to the service delivery sectors, they will increase sustainability of existing provisions, expedite the creation of new lines as an alternative and will serve as an opening up of opportunities for mutual capacity-building and sharing of experiences focused on service deliveries in the country. However, NGO contributions often lie in providing small-scale, innovative alternatives which can be scaled up when their value has been proven. If NGOs do not have a chance to feed into the overall strategy for a sector and yet have to work within this strategy, there a risk of forcing them to give up their most innovative work and become mere implementers or gap fillers of the sector program with no possibility of introducing new approaches.

There are concrete actions which can be taken by international and indigenous NGOs and by the Ethiopian government to create better relations between government and NGOs. Establishing an official ministry or National secretariat that works on coordination and facilitation of NGOs and Government relationship, which can have board of directors composed of equal number of both the government officials and NGOs equal in number may help. Such a body can meet and organize NGO- Government policy dialogue forums regularly.

3.6.4 Policy related issues that have implications on relationships

Table 10: Some possible policy issues related to NGOs

S/n	Descriptions of variables	Respondents responses(out of 100 sampled survey)					
		Government(50 sampled survey)				NGOs (50 sample survey)	
		Federal		Regional			
		Frequ ency	%	Frequ ency	%	Fre que ncy	%
1	NGOs are always gap fillers in the service provision						
	Strongly Agree	13	52	-	-	-	-
	Agree	-	-	17	68	5	10
	Do not know	11	46	-	-	8	16
	Disagree	-	-	8	32	13	26
	Strongly disagree	1	2	-	-	24	48
2	NGOs have legitimacy to have a role to play in the space of governance						
	Strongly agree	13	52	18	72	25	50
	Agree	12	48	-	-	17	34
	Do not know	-	-	-	-	-	-
	Disagree	-	-	7	28	-	-
	Strongly disagree	-	-	-	-	-	-
3	NGOs geographical distribution much to a need at ground level even						

to remote area, where the government is not reaching							
Strongly agree	-		-	-	-	-	-
Agree	-		7	28	13	26	
Do not know	-		-	-	13	26	
Disagree	-		18	72	12	24	
Strongly disagree	25	100	-	-	-	-	

Source: Own survey June 2007

Are NGOs really only gap fillers? Why does the government say so? Do the NGOs accept or reject this proposition? Gap filling attitude of government towards NGOs has a strong implications in distancing NGOs participations in policy dialogue and in policy formulation processes. Moreover, gap filling attitude clouds and contradicts all possible environments of partnership.

Table 10 shows that 74% of NGOs' respondents strongly disagree with the policy direction of gap filling attitude, rather they do claim to have a direct and indirect role and participation in policy formulation forums. Only 2% of the respondents from the federal government disagree with the attitude that considers NGOs' role gap fillers and most (52%) of the respondents consider NGOs' role gap fillers.

In reality, when civil societies and government are engaged in partnership working atmosphere, gap filling role in social service provision can obviously exist. The problem is when gap filler role of NGOs is taken as a policy direction as it implies no other role but subservient role.

Based on Table 10, one can conclude that there is a big difference between NGOs and Go in defining the roles.

Do civil societies – NGOs have legitimacy to have space to play a role in governance? The answer is it depends on the type of the regime.

From Table 10, one can conclude that most (98%) of the respondents from federal government and (72%) from the region think that civil societies are legitimate to play a role in governance. If that is the case, who determines the space of governance to be shared among legitimate bodies (the government, the private sector and civil societies) and how will the line of roles among these legitimate bodies remain a challenge. Countries which are able to clearly delineate the boundaries have developed democratic governments. In such countries, there is hardly any confrontational relationship between government and civil societies. In the Ethiopian case there are no attempt and no forum to discuss and draw out a boundary among these important elements of governance in the path to wards building democratic institutions and society.

According to Table 10, the geographical distribution of NGOs in the country does not suit the needs on the ground. Concentration of NGOs in Urban centers may be justified considering fast growing urban population and poverty, however, it is clearly seen that most of the respondents strongly agree that NGO intervention areas do not meet needs.

In conclusion, governments of different nations with different economic and political set up, have realized the need for cooperation and synergizing the available resource and capacity with NGOs for a greater output. However, the degree of cooperation and partnership level differ from country to country. According to the example given at the end of Chapter Two, in India and Yemen, government and NGOs cooperate very closely and the governments directly fund NGO-run projects. In few of African countries like Zambia and Tanzania government have officially

recognized the contribution of NGOs in the health and education service deliveries. Ethiopia should not be different from this scenario. Although NGOs are operating in the country their contribution to the over all national social and economic development has never been officially recognized but their contribution in many of service delivery and development sector is undeniable.

The political situation of the country has never been stable and predictable, which has a direct reflection on the cooperation level of government and NGOs in the country. Since the fall of Dergue, 1991, a lot of political and economic liberalization has taken place, the start of the process of good governance and democratization has been an opportunity for many of civil societies-NGOs to come in to existence. However, there have also been new developments; after the May 2007 historic nation-wide election, civil societies- NGOs which were active in the deliberations during the election do not look active.

As it can be seen and learned from the collected data, NGOs are still operational with different programs in Amhara region. The opportunity to work and cooperate with government office is still open. A good start of partnership is observed, an achievement of increased gross enrolments of students in the region has been achieved.

Despite these achievements, many of the respondents have still mixed feelings about GO-NGO relationships. Most believe that partnership would enhance their capacity to play roles. At operational level, the magnitude of mistrust is not as high as it is at policy level.

There are practical and policy factors that limit the partnership. Poor opportunity for NGOs to be heard, poor considerations for the contribution of NGOs and lack of the

chance to have an open dialogue on development and social issues, undermining NGOs role to the level of gap filling, expecting all NGOs to follow government regulation with no chance to reflect on for an eventual change and modifications of procedures, etc. are the constraints according to the findings of the study.

In general, the good start of NGO – GO cooperative relationship lacks inclusiveness of all NGOs operating in the region. There are no clear decision-making mechanisms. Accountability of NGOs seem to be to government offices rather than to the communities, and the role and responsibilities stated on the working guideline are more of regulatory, rigid and are married to the government policy with a little or no procedure for possible chance of changing or modifying policy matters. Therefore, it will remain difficult to call the relationship is partnership type. However, the possibility of developing the existing relationship to the level of partnership looks open and achievable.

Finally, these findings are hoped to stimulate debate, mainly around issues as whether NGOs have democratic responsibility to scrutinize government policies, and how NGOs could have an impact on the public's support for development.

NGO autonomy is an important value. At the same time, working in collaboration with the government does not necessarily mean a loss of independence. NGOs need to ensure they have the capacity to engage with the government, understand the issues of their constituencies with the ability to be heard and to hear. The government needs to acknowledge the importance of working with Non government organizations, in a sustained and strategic way. The key is to clarify the different roles, the common values and objectives for a genuine collaboration

CHAPTER - IV

4. Analysis and Implications of the study

4.1 Introduction

In order to bring a significant change and shift in the perceptions and relationships between NGOs and Government in Ethiopia there are four pillar areas to be focused on. Hence, the analysis part of this study is divided into four main parts;

- Political/ Ideological
- Policy issues
- Institutional and
- Technical

4.2 The status of NGOs and the political/ Ideological understandings in Ethiopia.

Ethiopia is among the few oldest nations in Africa which was not colonized. In the political arena, the country is a secular state and recognizes gender equality, secular education, conception of public services and with diverse ethnicity based regionalization. Despite a wide diversity, there are no strong NGOs operating in the country with clearly articulated views and objectives. Although the current government seems to encourage the establishment and expansion of different professional associations and local NGOs, it has practically followed strong old states' tradition that came from the feudal empire which are known for creating obstacles for free association of social forces in Ethiopia. Traditionally, there was a dominant central government and weak periphery dating back in the feudal regime of Ethiopia. The centre was continuously suspicious of civil societies, which it tried to co-opt, control or suppress. There existed a belief that without this strong position of state, civil society could degenerate into civil warfare over ethnicity, religion or class.

Thus, even today, the concept of NGOs in Ethiopia is linked to the existence of strong state that functions under legal order based on universally applicable criteria such as the guarantee of civil rights and non-discrimination before law. This linkage does not mean that NGOs should always be linked to the state; to the contrary, NGO is a separate domain from state; however, the state pressurizes NGOs to function under its own rules.

The government in its many of sectoral development policies has clear and some times flawed stand to encourage public participation in many of social, political and economic endeavours of the country. Here, we will discuss the issue of setting up the public participation mechanisms. How could public participation be real and practical? This can be taken as a point of departure. The answer could be either through self organizing NGOs with their own diversified views, objectives and interests or through government designed procedures and regulations. If the second option is chosen, it will impede the development of NGOs in a way that denies their freedom. If the first one is taken as a policy direction, it will serve as a base to ignite the creative and working ethos of the public to organize, define their interest and build their capacity and look for partner like government for shared objectives. Here, freedom of independence should be give priority. On the other hand, the government needs to work to put functioning grounds.

For the development of NGOs in Ethiopia to be able to provide an increased service delivery and to play a role in policy discussions actively, the government should remain consistent in respect to the rule of law and should have a clear space for civil societies so that they play a role in governance, intervention, policy dialogue and policy processes. Here, drawing clear demarcations for the space to be played by the market which is the private sector (The government has already officially recognized

the importance of the sector); NGOs and the government may face difficulty under the current mixed up feeling of the government and the general public. However, in the progress of democratization and liberalized economic structure, the need for high level negotiation on the political arena towards defining the important roles that each elements of governance should play would remain top priority.

In this respect, the government should be encouraged to develop its capacity to play a balanced role to execute its responsibility of regulating the operation of NGOs positively towards creating an open and vibrant civil society that stands against poverty.

The government will remain a vitally responsible organ for creating an enabling environment for the NGOs to operate, in facilitating programs with no or limited time-consuming bureaucracy and setting legal framework that will help to enhance cost - effectiveness of NGOs to reach the beneficiaries at the least cost. This should include recognizing NGOs contributions(not only as gap fillers) in nation building and allowing free access to promoting new working approaches both in service provision/ programme development and advocacy. These are issues that would give the government an opportunity to hear and practically consider pertinent societal issues in time of policy formulation and reviews.

Partnership is a continuous process that needs a progressive mutual trust building practices. What has been attempted at operational level in Amhara region should be encouraged for possible replication by other sectors and to set an example for the central policy directions. The most progressive, timely and responsible role of both the government and civil societies should be towards building partnership through practical measures. This will be more elaborated in the policy, institutional and technical components of the analysis.

Partnership in the Ethiopian context so far looks for NGOs to follow government designed working procedures and implement government policies with no opportunity to comment for any possible improvement. At project level, partnership looks participatory to some extent in project planning, project signing, project appraisal, and in project monitoring evaluation and reporting. These types of partnership lacks long term vision, mutual trust, balance of power in the processes of building ability to say and to be heard on issues.

In the presence of mistrust between government and NGOs, there will never be a constructive relationship; consequently, both the state and the NGOs will face constraints in exerting their capacity to bring a meaning full advancement in real living of the people.

Most of the respondents, 95% of them, in the interview have expressed their mistrust to each other. While the government blames NGOs for having "hidden agendas", NGOs primarily believe that government always 'fights and lives only for its ultimate power 'not for the benefits of the needy.

Specially, the mistrust has grown up during and right after May 2005 national election campaign. NGOs, which were engaged in educating governance, human rights, election rules, and lobby and advocacy activities, were labelled as *political*; in some instances, if their positions were found fit to political parties, they were branded as anti - government. The main difficulty was lack of capacity in demarcating the party politics games and the legitimate role of NGOs in democratization. Moreover, the misunderstandings and misinterpretations made unintentionally and intentionally have exacerbated the difficult relationship for NGOs to operate.

At the same time, polarized attitude of personalities both in the NGO sectors and government have played negative role in increasing the level of misunderstandings that led to a total obstruction of NGOs programs that reach the needy so as to minimize the gap in public service delivery and human centre development. What could be the hidden agenda of NGOs in a globalized world where there is no West-East block of cold politics and no cold war situations? At this point, may be appropriate to raise the recent experience of China and Russia on the role of NGOs :

Domestic and foreign NGOs in China have been under close scrutiny over the past year by the communist leadership who were worried that central Asia's color revolutions were the works of civil organizations that could spread. Party officials and the state media blamed NGOs for colour revolutions in Georgia, the Ukraine and Kyegystan..... China sent intelligence experts to central Asia to study the processes of political change and especially the role NGO role. ... Since then , China's ministry of foreign affaires has established a special unit, known as the foreign NGOs management office, within the Bureau of International Organizations, to review the work of all foreign NGOs in China.[<http://yaleglobal.yale.edu/display.article?id=7902>]

Furthermore, according to Nick Young of the China Development brief, the government investigations of NGOs could actually prove beneficial in the long run. If NGOs are not understood, they will remain a perceived threat." They need to be on the map.'

Here we may say that government of Ethiopia should give official recognition for the contribution of NGOs in the country. Moreover, it should open its doors to policy decision making process. This is because the government's insufficiency to meet the need of people in this continuously growing, developing and globalizing

world and its decreasing reliability due to increased corruption in politics and public structures is much more overt. Moreover NGOs' roles in global negotiations and global governance have been emerging as a positive force.

Thus, to have strained relationship with NGOs means to stand against political and economic globalization as NGOs have strong networks with out side resources and dynamism. Therefore, in searching the way out from poverty looking for a correct political/ideological path will remain crucial. However, whether it is the Western democracy or the 'China's mass mobilization' or 'China's democracy' that will benefit Ethiopia needs further debate and research. Here to be pragmatic, taking the advantages of NGOs contributions for nation building by working closely is more important than fixing one self merely to ideological identity.

4.3 Policy Issues

How can one learn the commitment, willingness and direction of the current government? In the formal sense, Policies are the general directions from which other interrelated programmes and actions emanate. In the inverse, policies are supposed to be sourced from the overall political directions of the ruling party/ government.

However, all policies may not be overt enough, but there could be understandings of attitudes of the known personalities that could indicate sign of policy directions on different occasions or official speeches.

Recognizing the contribution of civil societies- NGOs in the poverty alleviation programs in media officially, assigning a responsible government institution to

work on facilitating the NGOs' development programs and building a sense of partnership in a transparent manner will remain the responsibility of all sides.

As it is discussed in chapter three, one of the reasons for a weaker relationship between NGOs and government offices at federal level is a policy factor. Though, difficult to single out a specific written policy that prohibits good relationship, attitudes and informal political level discussion could reveal misunderstandings.

4.4 Institutional

One of the instruments regarded to facilitate poverty alleviation, service delivery and development of a nation is the availability of capable and well structured national institutions. The private sector being well recognized as an important sector in Ethiopia, one can easily count a number of institutions facilitate the work of the sector. On the contrary, we do not find a single and consolidated government institution responsible in coordination and facilitation of NGOs' development and service delivery works (Except DPPA for emergency operations). Therefore, without such institutions how can one understand the importance and contribution of the NGO sector for building collaborative relationship.

NGO activities and achievements are not reported to the higher body of the government including to the Parliament as there is no single and focused government organ to do so.

NGOs' programs are not taken seriously by government offices at different level, and their activities are considered as an extra or secondary work. From the outset government lacks a clear guidance on how to facilitate NGO programs and projects from Federal to Kebele levels; moreover, government office structures and staffing

do not have room to consider NGOs' activities. Besides, coordination and facilitation works- Structures are so rigidly designed.

4.5 Technical

As long as there is clarity in policy direction, institutions will come up with mechanisms required for implementation. Technically, it is possible to speed up the processes of encouraging NGOs and government engagement for possible cooperation but then building the partnership will not be an over night duty. However, recognizing the need as prime necessity will lead learning and adopting working procedures and good practices from different countries.

Once a strong institution that is solely responsible for the coordination and facilitation of partnership with the government is established, technical matters an institution should work out will follow.

What NGOs are working as one of the key factor in determining the GO - NGO relationship is that the institution should have a mandate and capacity to engage itself in the project management cycle in a joint fashion- which starts from joint planning inconformity with the national macro plan by sector, time, and regional and central need priorities.

Clustering NGOs in their areas of competence and putting them in one category like Save the Children, alliances working on basic education- specifically on alternative basic education, will help to facilitate coordination with sector development planning processes and implementation.

Principles of partnership could easily be identified for proper testing and applications. The technical responsibility will be in an iterative base that will develop suitable principles of partnership in a period of time with a wider top level negotiations and grassroots level practices. Moreover, the would-be institution will facilitate good practices of different partnership exercise in different context.

In conclusion, transparently framed political direction and policy towards NGOs seems mandatory. That will call for the need to have well structured institution from the government side that will create an enabling environment and positive regulation mechanism for NGOs' operation and participation on pertinent social and development issues. On the other hand, the issues of creating an institutional mechanism(joint secretariat) to deal with building partnership should come thorough an open discussion among civil societies and with government.

CHAPTER – V

5. Summary, Conclusion and Recommendation

5.1 Summary

The findings of the study are well stated in the main body of the paper. The following is the summary of the main points of the study.

1. NGOs have been significantly contributing to the country's social and economic programs; however, there has not been an official recognition for their contribution.
2. There are different levels of misunderstandings between government and NGOs that have direct and indirect impact on the type of relationship they have. Some of them are based on traditional attitudes and perception, others are based on practical and operational issue and the rest stem ideological and policy matters.
3. The relationship between regional government and NGOs is better than the relationship between federal government offices and NGOs. This is mainly because the regional offices deal with program and operational issues whereas, the federal government office deals with policy.
4. The Government – NGOs relationship in the country is a mixed type, ranging from subservient, compensatory and partnership type of relationship. However, currently, no relationship is helping NGOs to operate at their full capacity for positive change in human centered development endeavors.

5. The government will remain the prime organ in facilitating enabling situations for NGOs so that they can play their role in the space of governance (if there is one for them) and it should go out of its way to create a partnership atmosphere by building trust through respecting the rule of law and strengthening predictability in policy directions. In the same way, the government should build capacity to regulate the NGOs interventions with the support strengthen their cost effectiveness.
6. Not all NGOs have the right constituencies that hold them accountable for their acts and not all of them are equally capable. Even then, all need independence and freedom in their operation. Thus, a clear line should be drawn between party politics and human centred development politics based on public consensus in positive direction.
7. The political commitment and predictability of the regime affects the policy direction towards the role of NGOs. Under the current situation, no one seems to have understanding of where the government is going in the political direction. The sate of confusion has clouded the capacity of NGOs with unknown numbers of no go areas.
8. Being the product of national and international dynamics, NGOs role in erecting working and democratic social services will remain unstoppable; therefore, willingness of the government to allow civil societies and NGOs to have a role in policy dialogue, formulation and review in a democratic manner by creating responsible and transparent institutions is crucial.

9. Establishing NGO- Government relationship focused government institution -structured with the involvement of stake holders of the sectors, to support and work with NGOs for a better facilitation, coordination towards effective GO- NGOs partnership should get prior attention.
10. Partnership has vested advantages of increasing the level of legitimacy from both side but it needs time and genuine commitment.
11. Although the government - NGO relationship is not to the level wished for collaborative engagement, still there are windows of opportunities to collaborate and work together and through time it is possible to transform the relationship into effective partnership.

5.2 Conclusion

This study stressed the need for innovative and new policy directions to mitigate the problems that have deterred the synergy of NGOs and government efforts in enhancing development and service provisioning. In the light of the tremendous challenge of development and constraints in social provisions in Ethiopia, a harmonious, transparent, accountable, predictable and mutually reinforcing partnership between the government and NGOs will help a lot in bringing an observable change in the country's socio economic profile. Moreover, a number of constraints from both directions such as resource, capacity, clearer working modality, political problems, lack of a principled and agreed upon concept ,and indicator of effective partnership between NGOs and government bodies are exacerbated by the absences of an inclusive institution that deals and facilitate GO-NGOs relationship in the country with a partnership vision.

In most cases, from the experiences of various countries, it can be concluded that NGO-government relationships are not necessarily adversarial, but can be more symbiotic, with administrations at times relying on NGOs for technical and program inputs, outputs, resources, political support and policy implementation. It can clearly be seen that to define NGOs, to classify them, to explain their strengths and weaknesses, to assess their roles and their relations with government at different levels depends on many different factors like policy and operation.

The rationale for attempting to influence state policies and services is clear. It opens an avenue to improve the efficiency and equity of government services and to democratize state functions. Ignoring such opportunities may cause the wastage of NGOs' experience. Many NGOs, for this reason, are beginning to boost their impact by stepping into the political and governmental arena. (Sorensen, Gillian & Martin, 2002:355)

Finally, it is well recognized that the whole dynamics of civil society is unstoppable. With regard to this reality, governments should and will increasingly recognize the value of partnership with NGOs. In order to support this process, NGOs should be listened to carefully and they should be mature enough to find ways of working with government with the vision of addressing immediate and strategic needs of the society and building trust for partnership.

The countries political system should give greater opportunities to NGOs than ever before as the social dynamics are in progress almost in all regional states of the country. Organizing a truthful regular and periodical GO- NGOs forum at a national level will help to have a good start of the long path of developing partnership.

5.3 Recommendations

There is need to have an enabling policy environment to support effective NGO-government partnership that should involve some combination of the following basic points:

1. Identifying the sources of mistrust and minimizing them to the minimum possible level through formal structures, informal communications and open public discussions will serve to enhance the partnership.
2. "Good Governance" - policies that encourage an independent civil society and public accountability of state institutions is a priority.
3. Regulations should be streamlined in such a way that they contribute to help, to root out corruption and to foster sound programme management discipline.
4. Taxation policies should provide incentives for activities that meet development Priorities.
5. Concerning project/policy implementation, the government should collaborate with proven NGOs about articulating beneficiaries' needs, informing communities, organizing community participation and delivering services to the less accessible population.
6. Regarding policy formulation, NGOs should have a role in public consultations.

7. There must be supportive (not domineering) coordination by government – e.g., NGOs that focus on geographic/sectoral gaps, for example, ought to complement state efforts.

8. The government should provide official support through funds, contracts, and training opportunities (experience sharing) in one-stop shopping system to promote NGO program activities in priority areas without undermining NGOs' autonomy.

REFERENCES

- Anheier, Helmut K., (1990), *The Third Sector: Comparative Studies of Nonprofit Organizations*, Berlin and New York: Walter de Gruyter
- Bachrach, Peter, Baratz, Morton S., (1970), *"Power and Poverty: Theory and Practice"*, New York: Oxford University Press
- Beigbeder, Yves, (1991), *The Role and Status of International Humanitarian Volunteers and Organizations, The Right and Duty to Humanitarian Assistance*, Dordrecht/Boston /London: Martinus Nijhoff Publishers
- Beckman, B., (1993) *'The Liberation of civil society: Neo- Liberal ideology and political. Theory review of African political economy*
- Berger, Peter, Neuhaus Richard John, (1977), *To Empower People: The Role of Mediating Structures in Public Policy*, Washington: American Enterprise Institute for Public Policy Research Press
- Boulding, Elise, (1990), *Building a Global Civic Culture: Education for an Independent World*, Syracuse/New York: Syracuse University Press
- Bratton, M, (1989), *' Beyond the State: Civil Society and Associational Life in Africa'*, *World politics* XLI(3): 407-430.
- Brehm, Vicky, (April 2001), *"NGOs and Partnership"*, NGO Policy Briefing Paper, No.4, UK: International NGO Training and Research Center
- Cahn, Matthew A., Theodoulou, Stella, (edt.), (1995), *"The Players: Institutional and Non institutional Actors in The Policy Process"*, *Public Policy: The Essential Readings*, New Jersey: Prentice Hall, pp.201-209
- Casey, John, (2001), *Non-Government Organizations as Policy Actors: The Case of Immigration Policies in Spain*, Departament de Ciencia i de Dret Public Universitat Autònoma de Barcelona, Director: Dr. Richard Goma Carmona
- Chinnock, Kathryn L., Salamon, Lester M., (July 2002), *"Nonprofit Impacts: Evidence from Around the Globe"*, paper presented at Fifth International ISTR Conference, South Africa: Johns Hopkins University.

- Clark, John,(1990), *Democratizing development: The role of Voluntary organizations*, Kumarian press, USA
- Clark, John, (1991), *Democratizing Development*, London: Earth scan Publications.
- Cleary, Seamus, (1997), *The Role of NGOs under Authoritarian Political Systems*, Great Britain and America: Macmillan Pres Ltd., pp. 1-13
- Campbell, W. (1996), *The potential for donor mediation in NGO-state relations: an Ethiopian case study*. IDS Working Paper 33. IDS, Brighton
- CRDA (1997), *Principles and laws regulating NGOs*. CRDA, Addis Ababa
- CRDA (1998), Silver jubilee anniversary issue. CRDA, Addis Ababa
- Draft National Policy for “*Strategic Partnership with NGOs*”, (October 2000), National Consultative Group (NCG)
- Drucker, Peter F., (1990), *Managing The Non-Profit Organization*, New York:
- Delegation of the European Commission (1998), *Co-operation between the European Community and Ethiopia*. Annual report 1997. Delegation of the European Commission, Addis Ababa
- DFID (1997), *British aid statistics 1992/93-1996/97*. Government Statistical Service, London
- Dubash, Navroz et. al., *A Watershed in Global Governance :An Independent Assessment of the World Commission on Dams – Executive Summary*. World Resources Institute, Lokayan and Lawyers’ Environmental Action Team, 2001.
- Eurobarometer Survey (2002), “*Monitoring the Public Opinion in the European Union*”,_University of Cologne: Center for Survey Research and Methodology
- Fisher, Julie, (1998), *Non governments: NGOs and The Political Development of The Third World*, USA: Kumarian Press.
- Edwards, Michael and David Hulme,(1996), *Too close for comfort? The impact of official aid on NGOs*, in world development journal, Vol.24, No.6.pp961-973, Pergamon press, Great Britain.
- Federal Democratic Republic of Ethiopia (1997), Program action plan for the

Education Sector Development Program. Ministry of Education, Addis Ababa

- Gordenker, Leon, Weiss, Thomas, (1995), "NGO Participation in The International Policy Process", in Gordenker, Leon, Weiss, Thomas G., (1996) (edt.), NGOs, the UN, and Global Governance, London: Lynne Rienner Publishers
- Hirst, Paul, Thompson, Grahame, (1996), *Globalization in Question*, UK:
- Hildebrand, H (ed) (1997), *Directory of adult and non-formal education in Ethiopia*. IIZ/DVV Project Office Ethiopia, Addis Ababa lity Press, USA: Blackwell Publishers
- Hrebenar, Ronald J., (27-28 July 1998), "The Influence of Nongovernmental Organizations and Nonprofit Organizations on Governmental Relations in the United States", prepared for The International Conference on the Challenge of New Governance in the 21st Century: Achieving Effective Central-Local Relations, Tokyo, Japan
- Institutes of development Studies(IDS), (1998), 'Civil Societies and Good Governance' University of Sussex.
- Kegley, Charles W., Wittkopf, Eugene R., (1989), *World Politics: Trend and Transformation*, London: Macmillan, p. 173-5
- Lister, S (1998), *Implementing sector development programmes in Ethiopia* (draft). Mokoro
- Martens, Kerstin, (September Ltd, Oxford 2002), "Mission Impossible: Defining Nongovernmental Organizations", *Voluntas: International Journal of Voluntary and Nonprofit Organizations*, Vol.13, No.3
- Makuria, G & L Mengiste (1996), *Study report on the role of NGOs and the private sector in social service delivery. Policy and Human Resource Development Project Office/World Bank, Addis Ababa*
- Martin, M., Charles P., & David H.,Wayene(ed) 1998, *Beyond the New Pubic management, Changing ideas and practices in Governance*, Edward Elgar Limited,UK.
- Maxwell, S (1996), Does European aid work? An Ethiopian case study. IDS Working

Paper #46. IDS, Brighton

Molla, B (1997), *Collaboration for development between non-governmental organisations & community-based organizations: An analysis of case studies in Ethiopia*. SPADE, Addis Ababa

Napoli, Daniela, (1995), "*The European Union's Foreign Policy and Human Rights*", Neuwahl, Nanette A., Rosas, Allan, *The European Union and Human Rights*, The Hague: Martinus Nijhoff Publishers

NGO Funding and Policy Bulletin, Bulletin No.6, (May 2002), INTRAC: Intrac-NGO Research Programme

Princen, Thomas, Finger, Matthias, (eds.) (1994), *Environmental NGOs in World Politics: Linking the Local and the Global*, London and New York: Routledge

Rourke, John T., Boyer, Mark A., (2000), *World Politics International Politics On The World Stage*, USA: Dushkin / McGraw-Hill

Salamon, Lester M., (2000), "*The Nonprofit Sector: For Whom and For Whom?*", Working Papers of The Johns Hopkins Comparative Nonprofit Sector Project, No.37, Baltimore: The Johns Hopkins University Institute for Policy Studies

Salamon, Lester M., Anheier, Helmut K., (1996), "*The Nonprofit Sector: A New Global Force*", Working Papers of The Johns Hopkins Comparative Nonprofit Sector Project, No.21, Baltimore: The Johns Hopkins University Institute for Policy Studies

Salamon, Lester M., Sokolowski, Wojciech S., Anheier, Helmut K., (December 2000), "*Social origins of Civil Society: An Overview*", Working papers of The Johns Hopkins Comparative Nonprofit Sector Project, Baltimore: The Johns Hopkins University

Smith, Gordon S., (1999), "*Reinventing Diplomacy: A Virtual Necessity*" Washington DC: United States of Institute of Peace

Spohr, Chris . (2003) *Formal Schooling and Workforce Participation in a Rapidly Developing Economy: Evidence from "Compulsory" Junior High School in Taiwan*, in *Journal of Development Economics*, Vol. 70/2 (pp. 291 - 327)

- Sorensen, Gillian Martin, (October 2002), *"The Roles a 'Civil Society' Can Play in International Dispute Resolution"*, Negotiating Journal, Plenum Publishing Corporation
- The National Policy on Non-Governmental Organizations in Tanzania, (2000), P.O.Box 5380 Dar es Salaam: The National Steering Committee for NGO Policy
- The Yearbook of International Organizations, the Union of International Associations, 1996/1997 edition
- UNDP (1996), Development co-operation report 1994 - Ethiopia. UNDP, Addis Ababa
- UNDP (1997a), Development co-operation report 1995 - Ethiopia. UNDP, Addis Ababa
- UNDP (1997b), Human development report 1997. Oxford University Press, New York/Oxford
- UNDP (1998), Development co-operation report 1996 - Ethiopia. UNDP, Addis Ababa
- UNDP (2004), UN-Civil society relations, pocantico, New York.
- Weiss, Thomas George, Gordenker, Leon, (eds.) (1996), *NGOs, the UN, and Global Governance*, London: Lynne Rienner, pp. 17-50
- Willets, Peter, (1996), "Introduction", Willets P., (eds.), *The Conscience of the World: The Influence of the Non-Governmental Organizations in the UN System*, Washington D.C.: Brookings Institute
- Willets, Peter, (2000), *"From Consultative Arrangements to Partnership: The Changing Status of NGOs in Diplomacy at the UN"*, in *Global Governance* 6,
- Yoseph, Getachew & A Bedri Kello (1995), *Evaluation of EC/EU-Ethiopia co-operation. Sectoral report: Social sectors. IDS/IDR*, Brighton/Addis p. 191-212
- Zadek, Simon, "Partnership Futures" in *Partnership Matters : Current Issues in Cross-Sector Collaboration*, Issue 1, The Copenhagen Centre, Summer 2003.
- Zadek, Simon and staff of Business for Social Responsibility, *Working with Multilaterals*. BSR, June 2002.

http://en.wikipedia.org/wiki/Non-government_organisations

ANNEXES

ADDIS ABABA UNIVERSITY SCHOOL OF GRADUTE STUDIES

DEPARTMENT OF REGIONAL AND OCAL DEVELOPMENT STUDIES POST GRADUTE STUDIES PROGRAM

INSTRUMENT ONE : - Questions to be answered by randomly and purposely selected respondents from government offices. The questioners will be distributed and collected by the enumerators and the researcher.

Objective of the study:-

These questions are prepared only for academic research purpose. And This survey is designed for the purpose of gathering information focusing on assessment on partnership/ relationship of Government and Non- Government organization in the process of delivering social provisions (social services). The need for higher and dependable social services to the population is the prior issue. In response Federal and regional Governments as a forerunner responsible have been attempting to respond to the need. Moreover, since 1960s the NGOs in country have also been significantly contributing in the delivery.

The cooperation and support relationship of NGOs and government is evidenced in policy direction, and programme and project interventions. The level of relationship and cooperation at different times has significant direct implications in expediting the social provisions in quality and quantity. Therefore, the result of this survey will be used to make inference about the partnership /relationship of government and non- government organizations in executing responsibilities in social provisions.

1. Organizational & Personal Identifications

1.1 The organization or Office the respondent working is for
_____ government office

1.1.1 The government office you are working in, is it Federal Regional

1.2 The specific sector of the office is engaged in

Water and sanitation Health and Nutrition Education and child protection Agriculture and Livestock Food and logistics Natural resource & Environment protection Lobbing and advocacy other , please specify _____.

1.3 How long you have been working in the organization?

_____ years and _____ months

1.4 Age of respondent _____

1.5 Educational status of the respondent

Secondary University degree Second degree and above

1.6 Respondents position in the organization _____

2. Questions related to NGOs' contributions

2.1 What is your office approximate annual budget support from NGOs' in monetary value in the recent past five years (2000 – 2006) (in USD)

2.2 Please, state at least five main program activities that your organization is undertaking in 'partnership' with NGOs.

- A. _____
- B. _____
- C. _____
- D. _____
- E. _____

2.3 In your office, Is there main program focus shift in the last Ten years time.

Yes No

2.4 If the answer is yes, what are the new focuses of programme.(Relief, Services delivery, Lobbying and advocacy, development, Development linked relief....)

- A. _____
- B. _____
- C. _____

2.5 What were the factors that initiated a change in the programmes focus?

- A. _____
- B. _____
- C. _____

2.6 If the answer for Q. 2.3 is 'No' why no change?

- A. _____
- B. _____
- C. _____

2.7 As government, please mention at list one main innovation, or new way of doing development/emergency approach introduced by NGOs in the country, which is widely replicated and adopted by the regional and /or Federal

governments.

- A. _____
- B. _____
- C. _____

2.8 Please also mention innovations introduced but not adopted by government or not yet replicated or in progress.

- A. _____
- B. _____
- C. _____

2.9 How do you see NGOs' contribution in the Social service(education, health, drinking water...etc) delivery both in Urban and Rural parts of the country is generally can be rated as

Poor Satisfactory Good Very good Do not know

2.10 If you have specific remarks on the education sector, please forewarned at list two main points

3. Questions related to partnership

3.1. You are from government , How are you related to NGOs?(possible to mark more than one box)

- In times of project appraisal for agreement
- In times of agreement signing
- Project monitoring and evaluation
- Joint planning sessions
- Joint Implementation sessions
- Joint monitoring & Evaluations
- In policy discussion/ formulation fora

3.2. Do you think that the relationship you have with NGOs office is A Partnership type?

Yes No Do not know

3.3 How do you rate your office relationship with ;
▪ NOGs at Federal level

Poor Satisfactory Very good Do not know

- NGOs at Regional, Zone and Woreda level

Poor Satisfactory Very good Do not know

3.4 You as government responsible staff, how do you rate your relationship with NGOs.

Poor Satisfactory Very good Do not know

3.5 What causes are an issue for a relationship level as rated in Q. 3.3

- Policy
- Working approaches(project cycle- project Planning, Appraisal, Implementation, Monitoring and Evaluation)
- Organizational capacity
- Organizational structure
- Transparency & Accountability
- Coordination

3.5 What are the common short comings you usual see, understand and/or perceive on NGOs while working together or not?

- A. _____
- B. _____
- C. _____
- D. _____
- E. _____

S. Agree Agree Do not know Disagree S. disagree

**The following can be considered
as practical cases
in NGO-Government relationship**

3.6	NGOs registration process lengthy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.7	Geographical distribution of NGOs, coordination & Linking NGOs' projects to national programmes is poor	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.8	Tax payment demand On NGOs imported items (drug, school materials..) is burden	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.9	Standards set on schools, Infrastructures, and Teachers at community are difficult for NGOs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.10	Work permits for International staff is difficult	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.11	Competition on international Fund sources, there is	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.12	No Permits on local money making schemes for NGOs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.13	NGO support in Private Sector enhancement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

S. Agree Agree Do not know Disagree S. disagree

4. Questions related to policy

- 4.1 NGOs are always gap fillers
in the social provisions
- 4.2 NGOs have legitimacy to
have a role to play in the
space of governance
- 4.3 NGOs geographical distri-
bution much to a need
At ground level even
To remote areas, where
Government is not reaching

- S. Agree = Strongly Agree
- S. disagree= Strongly disagree

**ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUTE STUDIES**

**DEPARTMENT OF REGIONAL AND LOCAL DEVELOPMENT STUDIES
POST GRADUTE STUDIES PROGRAM**

INSTRUMENT TWO : -Discussion questions to be administered by the researcher.

2.1. Check lists of questions for interviewing government offices' high level management members.

1. How do you observe and explain the relationship your office has with NGOs(as the respondent is from government)
2. What are the main constraints/ problems in work relationship with NGOs?
3. How do you value partnership as working modality while working with NGOs at different level.
4. What are the common problems you observed while you are dealing with NGOs.
5. What are the common values you shared with NGO offices while both working in the service deliveries.
6. In practice, How do you see the common claim of NGOs - cost effectiveness in the Social provision visa vise participatory approach as (long process, time taking and costly) .
7. Are NGOs only gap fillers in the social provisions or do you think they have legitimacy to play a role in the space of governance(Participate in policy dialogue and formulation, review...etc)
8. As a policy or strategy, is there regular forum for NGO- Government discussion.
9. From Federal and /or Regional government offices point of view what are the most common grievances on NGOs?
10. How is the capacity of NGOs in performing agreed projects in time, budget(direct and over head costs) and quality standards. Do you remember an incident in this regard in any of monitoring and evaluation missions from government office.
11. How is the practice of joint planning as an exercise to avoid over lapping and duplication of efforts ,and linking projects to the country program in locations, and

schedules – Joint Monitoring & Evaluations for efficiency and effectiveness.

12. How do you see the coordination level of sector development plan, poverty alleviation strategy and NGOs' interventions?
13. How do you see the need for having an exit strategy on NGO run projects?
14. Are number of NGOs operating in the region/ country increasing? In relative terms, What implication it has?
15. Percentage of NGOs intervention (resource allocation) by sector.

**ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUTE STUDIES**

**DEPARTMENT OF REGIONAL AND LOCAL DEVELOPMENT STUDIES
POST GRADUTE STUDIES PROGRAM**

INSTRUMENT THREE : - Questions to be answered by randomly and purposely selected respondents from NGO offices. The questioners will be distributed and collected by the enumerators and/ or the researcher.

Objective of the study:-

These questions are prepared only for academic research purpose. And This survey is designed for the purpose of gathering information focusing on assessment on partnership /relationship of Government and Non- Government organization in the process of delivering social provisions (social services). The need for higher and dependable social services to the population is the prior issue. In response Federal and regional Governments as a prime responsible organ have been attempting to respond to the need. Moreover, since 1960s NGOs in the country have also been significantly contributing in the delivery.

The 'cooperation and support relationship' of NGOs and government is evidenced in policy direction, and programme and project interventions. The level of relationship and cooperation at different times has significant direct implications in expediting the social provisions in quality and quantity. Therefore, the result of this survey will be used to make inference about the partnership/ relationship of government and non- government organizations in executing responsibilities in social provisions.

5. Organizational & Personal Identifications

5.1 The organization the respondents working is for

NGO

1.1.2 If the answer is NGO, is the organization faith based?

Yes

No

1.2 The specific sector of the organization is engaged in

- Water and sanitation.....
- Health and Nutrition.....
- Education and child Protection.....
- Agriculture and Livestock.....
- Food and logistics.....
- Natural resource & Environment protection....
- Lobbying and advocacy.....
- Other.....

Please,
Specify _____.

1.3 When did your organization for the first time start its operations in the country

5 – 9 years 10 – 19 years 20 years and above

1.4 How long you have been working in the organization?

_____ years and _____ months

1.5 Age of respondent _____

1.6 Educational status of the respondent

Secondary University degree Second degree and above

1.7 Respondents position in the organization _____

6. Questions related to NGOs' contributions

2.1 What is your organization/office approximate annual budget in the recent past five years (2000 – 2006) (in USD)

2.6 Please, state at least five main program activities that your organization has been undertaking in 'partnership' with Government .

- A. _____
- B. _____
- C. _____
- D. _____
- E. _____

2.7 Is there main program focus shift in the last Ten years time. Yes No

2.8 If the answer is yes, what are the new focuses of programme.(Relief, Services delivery, lobbying and advocacy....)

- A. _____
- B. _____
- C. _____

2.9 What were the factors that initiated a change in the programmes focus?

- A. _____
- B. _____
- C. _____

2.6 If the answer for Q. 2.3 is 'No' why no change ?

- A. _____
- B. _____
- C. _____

2.7 As NGO, please mention at list one main innovation, or new way of doing development/emergency approach introduced in the country, which is widely replicated and adopted by the regional and /or Federal governments.

- A. _____
- B. _____
- C. _____

2.11 As NGO, Please also mention innovations introduced but not adopted by government or not yet replicated.

- A. _____
- B. _____
- C. _____

2.12 NGOs' contribution in the Social service(education, health, drinking water...etc) delivery both in Urban and Rural parts of the country is generally can be rated as

Poor Satisfactory Good Very good Do not know

2.13 If you have specific remarks on the education sector, please forward at least two main points

- A. _____
- B. _____

7. Questions related to partnership

3.1. You as NGO, How are you related to Government ?(possible to mark more than one box)

- In times of project appraisal for agreement
- In times of agreement signing
- Project monitoring and evaluation
- Joint planning sessions
- Joint Implementation sessions

Joint monitoring & Evaluations

In policy discussion/ formulation forum

3.2. Do you think that the relationship you have with Government offices is
A Partnership type?

Yes

No

Do not know

3.6 You as NGO, How do you rate your office relationship:

▪ **with Federal Government**

Poor

Satisfactory

Very good

Do not know

▪ **with Regional governments**

Poor

Satisfactory

Very good

Do not know

▪ **Under regional governments, with Woreda council/sector
government offices**

Poor

Satisfactory

Very good

Do not know

3.7 What causes as an issue for a relationship level as rated in Q. 3.3.

Policy

Working approaches(project cycle- project

Planning, Appraisal, Implementation, Monitoring and Evaluation)

Organizational capacity

Organizational structure

Transparency & Accountability

Coordination

3.8 What are the common short comings you usual see, understand and/or perceive
on NGO while working together or not?

▪ From NGOs perspective:

F. _____

G. _____

H. _____

I. _____

J. _____

▪ From Government perspective :

- A. _____
 B. _____
 C. _____
 D. _____
 E. _____

The following can be taken as practical cases in NGOs – Government Relationships	Strongly Agree	Agree	Do not Know	Disagree	Strongly Disagree
3.6 NGOs registration process is lengthy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.7 Geographical distribution of NGOs, Coordination & Linking NGOs' projects to the national programs is poor	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.8 Tax payment demand on NGOs imported items (Drug, School materials...) is burden	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.9 Standards set on schools, Infrastructures, and teachers at community schools is difficult	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.10 Work permits for international staff is difficult procedure	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.11 Competition on international fund sources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.12 No Permits on local money making schemes for NGOs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3.13 NGOs support in the private sector enhancement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4. Questions related to policy

Items	*S. Agree	Agree	Do not Know	Disagree	*S. Disagree
4.1 NGOs are always gap fillers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.2 NGOs have legitimacy to have a role to play in the space of governance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4.3 NGOs geographical distribution much to a need at ground level even to areas, where government is not reaching	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

*S. Agree = Strongly Agree
 S. Disagree = Strongly Disagree

Thank you for taking the time to complete this questionnaire

**ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUTE STUDIES**

**DEPARTMENT OF REGIONAL AND LOCAL DEVELOPMENT STUDIES
POST GRADUTE STUDIES PROGRAM**

INSTRUMENT FOUR: -Discussion questions to be administered by the researcher.

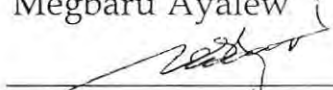
2.1. Check lists of questions for interviewing NGO offices' high level management members.

1. How do you observe and explain the relationship your office has with government offices, like line departments and Disaster Prevention and Preparedness Agency?
2. What are the main constraints in work relationship with government?
3. How do you value partnership as working modality while working with Government at different level?
4. What are the common problems you observed while you are dealing with government?
5. What are the common values you shared with government office while both working in the service deliveries.
6. In practice, How do you see the common claim of NGOs' - cost effectiveness in the Social provision vis-à-vis participatory approach (long process, time taking and costly)
7. Are NGOs only gap fillers in the social provisions or do you think they have legitimacy to play a role in the space of governance(Participate in policy dialogue and formulation, review...etc)
8. As a policy or strategy, is there regular forum for NGO- Government discussion.
9. How is the capacity of NGOs in performing agreed projects in time, budget(direct and over head costs) and quality standards. Do you remember any incident in this regard?
10. How is the practice of joint planning as an exercise to avoid over lapping and duplication of efforts ,and linking projects to the country program in locations, and schedules – Joint Monitoring & Evaluations for efficiency and effectiveness.
11. How do you see the coordination level of sector development plan, poverty alleviation strategy and NGOs' interventions?

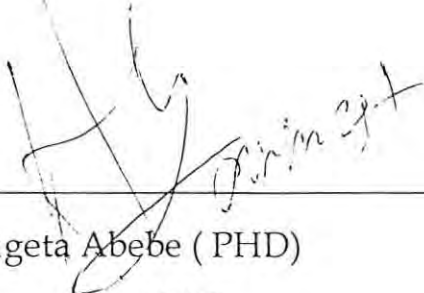
12. How do you see the need for having an exit strategy on NGO run projects?
13. Are number of NGOs operating in the region/ country increasing? In relative terms, What implication it has?
14. Percentage of NGOs intervention (resource allocation) by sector.

Declaration

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

Name: Megbaru Ayalew
Signature: 
Place: Addis Ababa University
Date: June 2007

The thesis has been submitted for examination with my approval as a university advisor


Mulugeta Abebe (PHD)
July, 2007