

ADDIS ABABA UNIVERSITY
COLLEGE OF DEVELOPMENT STUDIES
INSTITUTE OF REGIONAL AND LOCAL DEVELOPMENT
STUDIES

**GOVERNMENT-NGO PARTNERSHIP IN AMHARA NATIONAL
REGIONAL STATE: CHALLENGES AND OPPORTUNITIES**

BY
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JUNE 2008
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**A THESIS SUBMITTED TO THE COLLEGE OF DEVELOPMENT
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TABLE OF CONTENTS

	Page
Acknowledgements	I
Table of Contents	II
List of Tables	IV
List of Figures	IV
List of Acronyms	V
Abstract	VII

CHAPTER ONE: INTRODUCTION

1.1 Background.....	1
1.2 Statement of the problem	3
1.3 Research Objectives.....	6
1.4 Research Questions.....	7
1.5 Research Methodology	7
1.5.1 Data Collection Method	8
1.5.2 Sampling Techniques	9
1.5.3 Profile of Sample Respondents.....	10
1.5.4 Method of Data Analysis	11
1.6 Scope of the Study.....	11
1.7 Significance of the Study.....	12
1.8 Organization of the Study	13

CHAPTER TWO: LITRATURE REVIEW

2.1 Introduction	14
2.2 What are NGOs?	14
2.3 Types of NGOs.....	15
2.4 Sources of Funding for NGOs.....	18
2.5 Origin and growth of NGOs in Ethiopia.....	21
2.6 The role of NGOs in development.....	23
2.7 NGOs in Education Sector Development.....	26
2.8 The Role of NGOs in Promoting Education for All (EFA) Goals.....	27
2.9 What is Partnership?	28
2.9.1 Why Partnership?	29
2.9.2 Principles of Partnership	30
2.9.3 Levels of partnership: Development framework	33
2.9.4 Measures to improve GO-NGO partnerships	36
2.10 Government -NGO partnership in development.....	37
2.11 The need for Government and NGO Partnership in Education Sector Development.....	41

CHAPTER THREE: DATA PRESENTATION AND DISCUSSION

3.1 Legal Procedure of NGO Intervention in Development.....	45
3.1.1 NGO Registration	45
3.1.2 Agreement Signing and Project Appraisal Processes.....	47
3.2 Code of Conduct for NGO Administration.....	48
3.3 Profile of NGOs in <i>Amhara</i> Region	50

3.4 NGOs Engaged in Education Sector of the Region.....	53
3.5.1 Amhara Education Regional Development.....	60
and Cooperation (AERDC).....	60
3.5.2 Benefits of GO-NGO Partnership in the Region.....	63
3.5.3 Challenges of GO-NGO Partnership	64
3.5.4 Opportunities of Partnership in the Region.....	71
3.5.5 The level of Partnership among Partners	
in the Region.....	73

CHAPTER FOUR: SUMMARY AND CONCLUSION

4.1 SUMMARY.....	75
4.2 Conclusion.....	77
REFERENCES	82
Appendices	88

LIST OF TABLES

	Page
Table 1: Profile of sample respondents.....	11
Table 2: Growth of local and international NGOs in Ethiopia	23
Table 3: Zonal distribution of NGO projects	51
Table 4: Increasing number of NGOs from 1997-2007 in the Region	52
Table 5: Distribution of NGOs' projects in Education sector of the Region	53
Table 6: Primary education participation and its ratio	55
Table 7: Students enrolment of formal primary education both in GO and NGO schools	56
Table 8: Schools constructed by Government and NGOs.....	57

LIST OF FIGURES

Fig. 1: Sources of NGO Finance	20
Fig.2: Levels of Government-NGO partnership	34
Fig.3: Schematic Representation of Partnership Committee	60

ACRONYMS

ABE	Alternative Basic Education
ADA	Amhara Development Association
AERDCF	Amhara Education Regional Development Cooperation Forum
AGNs	Advocacy Groups and Networks
ANRS	Amhara National Regional State
ATKLT	Amhara Timihirt Kililawi Limatina Tibibir (Amharic Version
BoFED	Bureau of Finance and Economic Development
BOMNGOs	Business Organized NGOS
BPR	Business Process Reengineering
CBOs	Community Based Organizations
CRDA	Christian Relief and Development Association
CSA	Central Statistics Authority
CSOs	Civil Society Organizations
DICT	Dynamic Institute for Consultancy and Training
DPPA	Disaster Prevention and Preparedness Agency
DPPB	Disaster Prevention and Preparedness Bureau
EB	Education Bureau
EOC	Ethiopian Orthodox Church
FAO	Food and Agricultural Organization s
FDRE	Federal Democratic Republic of Ethiopia
FGD	Focus Group Discussion For AERDCF)
FSCDPO	Food Security Coordination and Disaster Prevention Office
FSCE	Forum for Street Children Ethiopia
GDOs	Grassroots Development Organizations
GO	Governmental Organizations
GONGOs	Governments' NGOs
GRINGOs	Government Run or Initiated NGOs.
GRRDA	Gonder Regional Relief Rehabilitation and Development Association

INGOs	International Non-Governmental Organizations
LD	Line Departments
LDCS	Least Developed Countries
LGN	Local Government Network
Masl	Meter above sea level
MDGs	Millennium Development Goals
MOE	Ministry of Education
MoFED	Ministry of Finance and Economic Development
MoIA	Ministry of Internal Affairs
MoJ	Ministry of Justice
MoUs	Memorandum of Understandings
N.D	Not dated
NGO	Non-Governmental organization
NPDPM	National Policy on Disaster Prevention and Management
ORDA	Organization for Relief and Development in Amhara
PDAs	Popular Development Agencies
PSCs	Public Service Contractors
RRC	Relief and Rehabilitation Commission
RWAs	Relief and Welfare Agencies
SNNPR	Southern Nations Nationalities and Peoples Region
TIOs	Technical Innovation Organization
UN	United Nations
UNESCO	United Nations Education Science and Cultural Organization
WB	World Bank
WVE	World Vision Ethiopia

ABSTRACT

Development can be achieved through an integrated and collaborative approach that can promote the governmental and non-governmental actors' roles and capabilities in the economy. In integrated approach, government has to play several critical roles to enable the entire development system to function better.

Amhara region is under deep-rooted with multifaceted socio-economic and environmental problems caused by the natural and human calamities. To reduce poverty and improve the well being of the community, external technical, material and financial resources can play a paramount importance in complementing the developmental efforts of the regional government. This can be possible through the engagement of efficient and effective government-NGOs partnership.

Partnership is a more effective way of extending educational improvements to the needy society than individual efforts of the state, the private sector and NGOs. Hence, the government of Ethiopia in general and Amhara region in particular are working in partnership with NGOs in order to extend its capacity to meet the challenges of providing and promoting education for its children for NGOs do have resources to contribute that are additional to government support in attaining the development goals.

The Objective of the research was to asses the level, challenges and opportunities of partnership in education sector development of the region. The results show the region has prepared government-NGO collaboration guideline both at regional level and sector specific working in education sector, a good start. AERDC has provided a lot of advantages through common understanding and experience and resource sharing. Projects and programs are running through mutual consultation, though in rare extent. However the contents of GO-NGO collaboration guide lines seems reflect control and regulatory than collaborative and participatory. The AERDC has shown difficulties in effective coordination and management of the partner members.

The study concludes that effective and cooperative government-NGOs partnership should be created through a harmonious, transparent, accountable predictable and mutually reinforcing partnership between the two partners. This will, indeed, help a lot in bringing an observable change in the region's socio-economic development in general and the education sector in particular.

CHAPTER ONE

INTRODUCTION

1.1 Background

Addressing development problems of a nation demands the utilization of available resources in a unified manner. On this premise, the need for bringing together GO-NGO partnership appears to be timely and significant.

Changes in the development discourse have radically occurred since the 1980s in low-income countries. These changes are in many dimensions, such as from top-down to bottom-up, from non- inclusive to inclusive, from incremental change to rapid change, from information hording to information sharing, and from big government to lean, but efficient (DICT, 2007:20). With this paradigm shift, power relationships in resource allocation and decision-making have also been greatly changed. This shift has provided more power to the people who are targets of development efforts, which helped involve more people from diverse spectrum in development.

However, the good news of wider involvement with diverse needs and interests brought additional constraints and problems and made development problems even more complex. It demands high level of expertise beyond the scope of an individual.

Since a single agency was not able to address complex problems, the need for pooling together all scattered resources of different institutions was the order of the day. This was evident mainly in the areas where goods and services were not yet effectively channeled to people. The inefficiency of various governmental institutions to provide goods and services to direct users seems to have influenced these agencies to seek partnerships. This is the fundamental reason for the emergence of partnership among different institutions.

Institutional partnership may be defined as the mode of interaction among various sectors, agencies, or groups to achieve a particular vision, goal and objective while maintaining their own institutional autonomy (FAO, 2003). Institutional partnership takes various forms and mechanisms to be operational. Such relationships are developed depending on the degree of urgency to respond to a particular need, level of trust, organizational culture, target clientele/area, or commonality of mandate. It revolves the sharing of vision, resources, expertise, and systems to create a greater and meaningful impact on a certain sector, a community or a nation as a whole (Ibid).

The partnership of GO-NGO to address problems of rural and urban development is not an extensive one. In many countries, it has been based on feelings of mutual antagonism than on trust and cooperation. Nevertheless, recently, a growing number of governments have realized the importance of including NGOs in various spheres of their development efforts. Somehow, governments have overcome their hesitation to trust certain NGOs (Riley, 2002: 86). There is also a call from academics and practitioners for increased cooperation between GO and NGOs.

The partnership between GO-NGO gives NGOs access to a wide-range of resources and funding, however governments still control the wide frame works and policy environments with in which people and their organization have to operate.

In addition, Riley (2002: 97) asserted that with the current growth and visibility of the NGO sector in many LDCs, it is difficult if not impossible, for governments to undertake development efforts in complete isolation from NGOs, as NGOs do not operate in a vacuum. Riley extends his explanation that the NGO sector grows in size and influence and hence, governments can neither ignore nor coerce them with out risking considerable political costs. As a result, governments will have to engage NGOs, either in a spirit of tolerance and acceptance of NGOs' independent action, or involve them on various

governmental development initiatives. GO-NGO partnership could be confrontational as well as collaborative. NGOs may see collaboration as unnecessary restrictive mechanisms.

According to Riley (2002:92), An NGO which decides to work with government agencies, for whatever reason, must make a choice whether to accept a role with in the range of existing policies or attempt to change the statuesque, so as to serve the needs of the poor.

Riley (2002:94), characterizes the GO-NGO interaction as a tension arising from each party's need to bring the other closer to its own view point and that the goal of all people involved in the policy stream is to move other actor's thinking and to reflect more closely their point of view.

1.2 Statement of the problem

Partnership is a new field in research and development (Shah, 1995).Therefore, there is no more data about its contribution to development as a research. Studies on the theme are not adequate (Carney, 1998).Moreover, the strength of available literature is also questionable as it is mostly an advocacy type (Morse, 1996). This calls for more research and evaluation on partnership.

Literature on the area indicated that partnership is more effective in extending delivering services to citizens than individual efforts. In recent years, international and local NGOs in several countries have supplemented national financeon various service delivery. The importance of partnership is being realized as decisive world wide. Hence, achieving universal primary education in LDCs could be unrealistic without the involvement of different stakeholders (UNESCO, 2002:1- 2).

While considering the Ethiopian educational system, it is usually characterized by large class size, shortages of books, uneven allocation of educational institutions between urban and rural areas and other teaching materials. This somehow contributed to the fall of the quality of education. Limited primary education participation, lower opportunity to join higher institution, and discontinuity in the literacy campaign programs are other major problems of the Ethiopian education. Poor educational infrastructure, especially, in the rural areas, has also hindered the provision of education in general and quality education in particular (MoE, 1994:3).

The current Ethiopian government is involving NGOs and foreign assistance in its education and training policy. It has considered the involvement of NGOs as one of its strategies to increase the access of education to citizens, to improve the quality education, and to ensure equity (MoE, 2002:22). As a result, now there are many multilateral and bilateral donors and NGOs engaged in the provision of education in different regional states of the country.

Given the limited public resources for education in particular and other social services in general, NGOs are trying to fill the gaps in various areas of development endeavors.

Accordingly, NGOs are now changing their attention from relief operation, which was the major focus in the country, to a sustainable development activity.

This shows that NGOs have realized the importance of education and health in changing peoples' life (Thomas, 2000:50).

The ultimate goal of any project is development, with primary emphasis on improvement of community's livelihood. Because of partnership centered characteristics of development, it is obvious that any project that centers on the needs of people brings development. Therefore, the more the project is based on partnership, the greater the impact of the project on the community would be.

Conceptually, partnership is an extended form of group dynamics where two or more parties establish relationships and leverage resources to work together with the expectation that parties would achieve greater goals than working individually (Ojha, 2002:2). Partnership is an important tool in forging the efforts towards reducing the collaborative problems of the sector.

Partnership provides opportunities such as sharing of resources, information shared vision and duplication of efforts. It also provides legal and regulatory framework, the ability to mobilize financial and material resources to attain the objectives of their organizations, their ability to formulate, articulate and convey opinion and exercise voice.

Despite these opportunities Government-NGO partnership is full of challenges. Among them are demanding high level of trust, the tendency to impose one's strategy ,experience, opinion, struggle for achieving win-win that "I can do best fallacy" and attachment of low value to the benefits of partnership and networking with in the country and regional level partnerships are the main ones.

To the country level, Government agencies accusation of NGOs and vice versa on various grounds leads to hostile GO-NGO partnership. For instance (Fenta, 2007) noted that NGOs complain that government has excessive control regulatory mechanisms. Where as government claims that NGOs complaints are unreasonable. They argue that these claims are made because NGOs wish to control and act in their own interest, which the government will not accept.

To the regional level, NGOs argue that their performance has been highly influenced by government personnel, some government officials have hostile attitude towards NGOs and lack of effective coordination and monitoring by government agencies.

Institutional sustainability depends on the functional freedom and autonomy given to NGOs to perform their task and maintain commitment towards their activity. Mutual distrust in their partnership in the region can prohibit their effective communication. The existence of mistrust and rivalry may create a potential confrontation to the development effort and stand against their roles as partnership in the Region.

Therefore, the main concern of the study is to examine the current level of GO-NGO partnership in the *Amhara* National Regional State.

1.3 Research Objectives

Like most poverty stricken developing countries, Ethiopia is not in a position to effectively guide and coordinate development endeavors put in to practice by various development actors. The major problems frequently raised in this regard include lack of coordination among stakeholders, absence of clear policy environment for smooth execution of development projects, capacity constraints, and poor GO-NGO relationships in various aspects of NGO program operation areas and management.

The general objective of the research is to explore the current level of partnership, challenges, and opportunities in the Region GO-NGO partnership in education sector development as an example at the regional level. More specifically the study focuses on the following objectives:

- To examine the policy environment of the partnership between NGOs and the government in the Region.
- To investigate the level of GO-NGO partnership and adherence to the government introduced partnership modalities.

- To identify the challenges facing both the government and NGOs in education sector as an example.
- To identify opportunities through GO-NGO partnership in promoting the sectors' objectives.

1.4 Research Questions

The study is designed to answer the following research questions:

- Do NGOs and government agencies of the Region have the will and potential to work in partnership?
- How good are they in complying with the modalities of partnership?
- What best experiences can be exemplified in their partnership?
- What are the challenges that impede the effectiveness of their partnership?

1.5 Research Methodology

For this study, cross-sectional study design was selected because it is best suited to such studies that aim at finding out the prevalence of phenomena, situations, and problems. It is useful in obtaining an overall 'picture' as it stands at the time of study.

The type of research is descriptive which uses both quantitative and qualitative data. And the units of analysis in this research are NGOs working in the region in education sector and the regional government agencies.

1.5.1 Data Collection Method

Primary Data Collection Methods

For the study, primary data collection methods such as in depth interview of key informants, questionnaires, and focus group discussions are used.

Interview was used in the study to get in-depth information so as to obtain data that may not be raised in the focus group discussion. The interview types are both structured and unstructured. The informants were persons who have had a day-to-day connection with the issue of partnership, fore instance focal persons assigned in each sectors.

The types of questionnaires used were open and close-ended. And three sets of questionnaires were prepared: one for the Education Bureau executives, the second for Food Security Coordination and Disaster Prevention Office, which is the NGOs coordinating body of the region, and the third, for NGOs, working in the education sector.

Participants of the FGD are government agencies, department heads and team leaders, and from NGOs, program managers, officers and coordinators. Participants from FSCDPO are NGO coordinators, department head and team leader. One FGD consists of 6-8 individuals. Each sector has FGD with which the questionnaire was arranged and conducted to elicit information through discussions in the area of GO-NGO partnership in participatory project planning, implementation and decision making mechanisms.

Themes that the primary data included are:

- Roles and responsibilities of each sector;
- Mutual understanding to promote the same goal in the education sector,
- Regional NGOs adherence to the regulation guideline,

- The extent of partnership so as to create fertile ground for them to work together,
- Challenges encountered in their partnership,
- Opportunities created in promoting partnership,

Secondary Data Collection Methods

One of the most important secondary data collection methods used was review of relevant theoretical literatures on GO-NGO partnerships. Books, articles in journals, magazines, newspapers and federal and regional reports are used to gather secondary information.

In addition, proceedings, GO-NGO minutes, quarterly reports, guidelines, code of conduct, Memorandum of understandings (MoUs) of the fora, directives, and official papers that exhibit the status of GO-NGO partnership were used as secondary sources of data.

1.5.2 Sampling Techniques

The populations of the study are NGOs working in the region and government agencies of the region. Purposive or judgmental sampling technique was used. This is so because it is based on the judgment of the researcher as to who can provide the best information to achieve the objective of the study. This type of sampling is useful because it describes phenomenon like challenges and opportunities of GO-NGO partnership. And Purposive sampling is used because only respondents with relevant information about the study are required.

These respondents were responsible personnel, assigned experts, and concerned officials in the units of analysis, i.e. NGOs and government line departments. It is assumed best to deliberately select informants with the necessary sufficient information. Based on purposive sampling technique,

sampling frame was prepared for Regional Educational Bureau, FSCDPO and NGOs working in education sector.

The selection of respondents at the Education Bureau was based on the level of employees' involvement in the planning, implementation and evaluation of NGOs projects, i.e. focal coordinating personnel. For NGOs, sampling frame was prepared from FSCDPO. First, NGOs are selected based on the criteria of intervention to education sector. And second, respondents were selected based on their assignment to the sector. For the coordinating office, (FSCDPO), respondents were selected based on their direct relation to the coordination role of NGOs as department head, team leader and NGO coordinators.

1.5.3 Profile of Sample Respondents

Therefore, sample organizations were government agencies and NGOs (international and local). The Government respondents include Food Security Coordination and Disaster Prevention Office, Education Bureau, and Finance and Economic Development Bureau. The NGOs respondents were international NGOs such as SOS Children Village/Hermann School-BahirDar, World Learning Ethiopia, Save the Children Norway-Ethiopia, AED/EQUIP II USAID, and *Menschen fur Menschen*. And the local NGOs include Amhara Development Association (ADA), Organization for Relief and Rehabilitation and Development in Amhara (ORDA), Gonder Relief Rehabilitation and Development Association (GRRDA), and AGRI-service Ethiopia. The individual sample respondents were heads of government agency bureaus, department, program directors of NGOs, NGO coordinators of both sectors, experts and other responsible personnel in both sectors. The size of sample respondents is given as follows(in table 1):

Table 1: Profile of sample respondents

Government respondents		NGOs respondents	
Names	size	Names	size
Government agencies	33	International NGOs.....	20
• Food Security Coordination and Disaster Prevention Office.....	15	• SOS Children Village /Hermann Gemeniner School BahirDar	5
• Amhara National Regional Sstate Education Bureau.....	15	• World learning Ethiopia.....	5
• Amhara region Bureau of Finance and Economic development.....	3	• Save the children Norway Ethiopia.....	5
		• AED/EQUIP II USAID.....	2
		• Menschen fur Menschen.....	3
		• Local NGOs.....	18
		• Amhara Development Association (ADA)...	5
		• Organization for Rehabilitation and Development in Amhara (ORDA).....	5
		• Gonder Relief, Rehabilitation and Development Association (GRRDA).....	4
		• AGri-Service Ethiopia.....	4
Total			71

1.5.4 Method of Data Analysis

Both quantitative and qualitative data gathered through primary and secondary data collection methods were subject to analysis. The quantitative data were used in the research and analyzed to promote description of the study. The qualitative data obtained was also analyzed using description.

To draw conclusion, the data collected was analyzed and the evidences drawn from documents, reports and review literatures were used for analysis.

1.6 Scope of the Study

The study is limited to the challenges and opportunities of GO-NGO partnership in education sector development of the *Amhara* National Regional State

The study is restricted to the assessment of NGOs (both international and local) and education bureau working relationship at regional level. It examines

partnership of GO-NGOs relationship trends and their image in the development of the sector. GO-NGO partnership in Zonal and *Woreda* level is not considered since it needs specific study with extended time, personnel, financial and material resources. It is also expected that GO-NGO partnership with in the same sector can vary from zone to zone and from *woreda* to *woreda* in the same region.

With regard to this point Sen(1999:346) articulates that there are observable differences in Government-Nongovernmental organizations partnership in different localities. This is because of the social and institutional histories of NGOs, specific local conditions, institutional behavior, local politics and actions of local agents. These differences can be observed by examining the interaction of the local governments and NGOs in various socio-economic development agenda.

1.7 Significance of the Study

NGOs are one of the actors of regional development and their positive partnerships with government organization facilitate their effectiveness in education sector development.

Therefore, the study will have the following significance:

- It will shed light on the need for positive GO-NGO partnerships,
- It will bring-forth the challenges and opportunities of partnerships,
- It will show how both government agencies and NGOs should critically analyze their existing partnership for effective partnership.
- It will initiate planners, practitioners, decision makers and policy formulators to focus on the partnership picture of those sectors and ways of facilitating common goals.
- It serves as an input to conduct further study on GO-NGO partnership relationships.

1.8 Organization of the Study

This study has four chapters. The first chapter deals with the background, statement of the problem, objectives and research methodologies. The second chapter presents literature reviews. The third chapter deals with the presentation and discussion of the data collected in the study. And finally the fourth chapter focuses on the summary and conclusion of the research.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

Development could be achieved through an integrated approach that strengthens state and non-state actors' roles and capabilities in the economy. In an integrated approach, government has to play several roles to enable the entire development system to function well. The most important role of government is as a facilitator, a catalyst force in negotiations of interests and makes non-state actors pursue their legitimate objectives. Government enablement has three dimensions as regulating decision making to prevent abuse of power, facilitating management and functioning, leading negotiations about desired local outcomes as well as creating space and forum for civic dialogue. This chapter is devoted to review literatures pertaining to the point of discussion.

2.2 What are NGOs?

It is difficult to define NGOs because they are diverse in nature, origin, structure, purposes they pursue and the various interests and ideologies they represent. However, different scholars and agencies have defined them as they perceive them and depending upon the specific situation the NGOs are in (Atnafu, 2006:17).

CRDA (1999) defines NGOs as voluntary, not-for-profit, non-self serving, non-governmental, non-partisan and independent organizations or associations involved on the promotion of social justice and development. Tegegne (1994:7) also defines NGOs as any form of contact and relationship with the wider society and the environment both in developed and developing countries outside of the state is a non-governmental activity. NGOs are formed voluntarily.

Most of them are charitable benefiting the community; embody the idea of altruism and not for profit, self motivated and committed to help the poor, the needy and the weak; independent from outside interference and control.

Likewise, Salmon and Anheier(1992), cited in Atnafu (2006:17), put it as having the following five characteristics to be considered as NGO.

The first is that the organization should be institutionalized with regular meetings, office bearers, and some organizational permanence; second, it is private in that it is institutionally separate from government, though it may receive some support from government; third, it is non-profit, distributing and if a financial surplus is generated, it does not accrue to owners or directors. The other characteristics is that it is self-governing and therefore, able to control and manage its own affairs, and finally it should be voluntary, and even if it does not use volunteer staff as such, there is at least some degree of voluntary participation in the conduct or management of the organization such as in the form of voluntary board of directors.

Therefore, from the above definitions, it is understood that NGOs are voluntary organizations established voluntarily with the commitment to help disadvantaged or marginalized sectors of society; non-profit (not self-serving) organizations established to support and help disadvantaged communities and members of society with little or no income; established in such a way that any support they secure is undertaken independently of government.

2.3 Types of NGOs

NGOs are as diverse as their size, their programs and governance. The size of NGOs varies dramatically with their constituencies, the annual budget they operate, the staff number and the volunteers supporting their work (FAO, 1987).

NGOs can be categorized as indigenous established in a given country by domestic or foreign citizens, and international which have their head offices abroad, from which they obtain support.

Again with in these NGOs, another category could be identified, such as secular NGOs or Religious NGOs. Sectoral classification of NGOs is also possible, i.e. NGOs focusing on various sectors such as water, health, children, integrated rural/urban development, etc.

NGOs vary significantly in their structure, and nature of their operations. According to David (2001), the category of NGO includes large, bureaucratic organizations with multi-million dollar budgets as well as small, informal and local initiatives. Some NGOs are engaged in long-term community development work, others provide short-term emergency relief in response to natural disaster or human calamities created by conflict.

In the field of development, NGOs range from large and northern-based charities to community based self-help groups in the south (World Bank 2001). The World Bank group identifies two major categories of development NGOs:

The first is *Operational NGOs*, whose primary purpose is the designing and implementing of development related projects. These NGOs include community based organizations (CBOs), which serve for specific population in a narrow geographic area; national organizations, which operate in individual developing countries and international organizations, which are typically, head-quartered in developed countries and carry out operations in more than a developing country.

The second is the *advocacy NGOs*. These are NGOs whose primary purpose is to defend or promote a specific case and seek to influence the policies and practices of both the Bank and host countries. An advocacy is seen as a mature and developmentally sound NGO activity (WB, 2001).

Nevertheless, Bennett and Gibbs (1996:1-2) identified three types of NGOs. Northern NGOs or international NGOs are one of them with head quarters and funding base in one or several high income countries. They are often referred to as 'donor NGOs' because sometimes they have their own field office in a developing country, many of them provide direct funds for indigenous organizations usually called 'partners'. Another NGO type may take operations by itself, delivering services directly to certain sections of the population. A part from their unique 'hands-on' role in emergencies, northern NGOs are usually intermediary organizations responsible for channeling, administering and accounting for funds raised through their head offices in a home country for partners or projects abroad.

Local NGOs are the second type, which are usually non-membership indigenous professional organizations engaged in service delivery, advocacy, policy research, etc. Although local NGOs may be financed directly or indirectly by foreign donors, they are essentially independent national bodies which deal with social issues in their own country (though some may have a regional mandate).

The third is Community based organizations (CBOs), which are formal representatives of sectoral interests. They are self administered groupings setup either as sectoral support networks or as income generating units for people involved in a particular trade. They can be unions, peasant associations, women's associations, cooperatives, village organizations or small scale local enterprise groups.

2.4 Sources of Funding for NGOs

The size of aid and the increasing preference at which aid is channeled through NGOs to the third world give the 'third sector' a prominent position in the aid and development business Tegegne (1994:18). Financial security with a broad and diverse funding base is extremely important if organizations are to respond effectively and flexibly to the challenges they face. Multiple funding avoids the risk of a sudden decline in finance since it is unlikely that all sources will dry up at once. According to Bennet and Gibbs (1996:69), obtaining flexible funds and retaining relatively independent decision-making over expenditure are two of the most important aims of any organization. It is the means of breaking dependency on lending institutions, aid agencies and governments.

Most donor agencies, government-supported (included the UN) make funds available to NGOs. However, some indigenous NGOs require government endorsement or support before application can be entertained (Anthrobus, 1987:97).

For the Northern NGOs, they have high visibility and are likely to be better endowed than their third world counter parts (southern NGOs). Their funds come from their own governments as well as from private and corporate philanthropies. However, the funding trend of southern NGOs become much more complex and compels us to consider the political ramification of sources, funding procedures and priorities, the absorption capacity, vulnerability and dependency of those organizations on the external source of funds (Ibid).

All donor agencies naturally have procedures and specific requirements, and these may be more or less rigorous, intimidating, frustrating or unacceptable to indigenous NGOs. Many donors also have a special focus or interests, which limit the areas or agencies/NGOs to which they will or can respond. Sometimes priority is set in terms of geographical location or target groups (Ibid).

For NGOs, the problem with donors' priorities is that they are likely to shift in an arbitrary manner, unrelated to the needs and priorities of the countries or organizations. The extent to which some donors claim the right to influence or direct the programs or projects, which they fund, is another related issue. This is often difficult to discern, although there are times when the arrogance of a major donor overrides the boundaries of decency and applicants are reminded "the one who pays the piper calls the tune".

A southern NGO may access funds from a variety of different sources as indicated below (routes 4-8).

Route 4 - northern NGO

Route 5- direct funding from donor governmental embassies in the country

Route 6- Southern /eastern governments

Route 7- Gift economy /donations

Route 8- The market

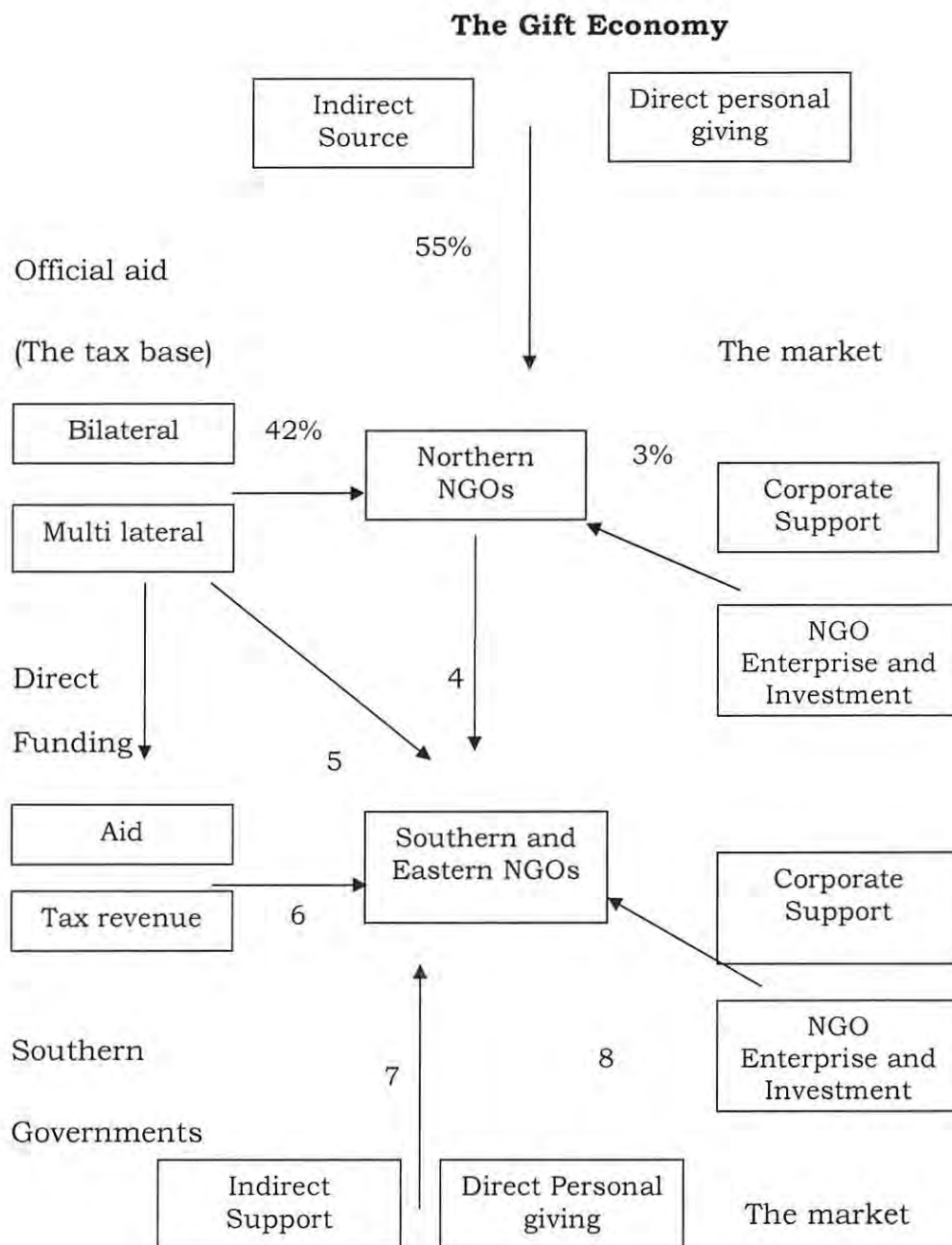


Fig. 1 Sources of NGO Finance

Source: Fowler, Tilting the balance, in J. Bennet and S.Gibbs(1996:61)

However, the following can be summarized from the above discussions as the alternative sources of financing for NGOs projects. First, *Northern NGOs* mobilize funds both from the general public and government sources. Second, *Direct funding from donor government embassies*, which are relatively new and increasingly attractive options to southern NGOs. Third, *National government funds* are obtained from national governments which themselves receive through national taxes and bilateral aid. Access to these funds depends on the type of programs and projects designed by NGOs and on whether the projects are in line with government priorities. Lastly, *Local sources of funding* those organizations themselves rise. These can be venture incomes, earned income or local fund raising activities.

2.5 Origin and growth of NGOs in Ethiopia

There are few studies related to NGOs in Ethiopia. And these studies by and large focused on the activities of the organizations, especially in the area of relief and rehabilitation and their relationships with the government (Dessalegn, 2002).

Many scholars attribute the emergence and growth of NGOs in Ethiopia to various socio-economic incidences that occurred in the country. CRDA (1998) believes that NGOs like civil society organizations has long been existed in the country. Missionaries, usually religious based organizations with a humanitarian agenda were believed to enter the country in 1960s.

Whereas, Contantinos and Hadas (1997:2) say that NGOs in Ethiopia began appearing at about the late 1940s and early 1950s, and they were mainly missionaries and religious based organizations concerned with welfare activities. Church organization such as the Ethiopian Orthodox Church affiliated charity organizations; Ethiopian Evangelical Churches, Catholic Relief Secretariat, etc. were significant early providers of clothing, health care, education and food to the poor in conjunction with their religious teachings.

Others like Cambell (1996), Tegegne (1994) and Zenebe(2001) contend that NGOs in its modern sense started their operation in Ethiopia during 1973/74 food shortages and 1984/85 famines. The famine got the attention of many Northern NGOs, particularly, those concerned with humanitarian services.

The natural and man-made disasters of the past decades that the country has experienced have contributed to the growth of the numbers of NGOs in the country.

Therefore, governments' limited capacity to provide basic necessities and essential services to the needy was one of the major factors behind the emergence of NGOs in the country. Dessalegn (2002) cited in Atnafu(2006:33) also asserts that the growing involvement of NGOs in the country is related with the state's limited capacity to deliver the benefits of development programs to the population, particularly the rural poor when there are financial crises, war and civil conflicts in the past four decades.

Thus, a massive operation, involving more than a hundred NGOs, was launched during the 1973/74 food crisis in Ethiopia. Later, most of these NGOs shifted from relief to rehabilitation and then to community based development programs. NGOs wishing to work in these programs, however, must get registered by the Ministry of Justice (MoJ) and be assigned in different parts of the country .It is in such circumstances that most NGOs have evolved. Relief and welfare provision for affected segments of the population was the common entry point for NGOs established especially prior to the 1990s.

The post 1990 Ethiopia brought a tremendous increase in the number of NGOs compared to the earliest times. CRDA (2005) has put the growth of local and international NGOs in Ethiopia as follows in the following table.

Table 2: Growth of local and international NGOs in Ethiopia

NGOs/year	1994	1996	1998	2000	2002	2004
Indigenous	46	96	119	122	508	905
International	24	96	160	246	391	501
Total	70	192	279	368	899	1406

Source: CRDA (2005).Analysis of civil society in Ethiopia.

Though, there is no consensus on the number of NGOs operating in the country, after the overthrow of the *Dergue* regime in 1991, there have been tremendous increases in the number of non-governmental organizations in the country. Based on the data obtained from DPPA during the discussion, the number of NGOs, both international and indigenous as of December 2007, was 1410. However, CRDA puts the member NGOs as off December 2007 as 283, comprising of 90 international and 193 local NGOs. The variation is due to membership registration under the umbrella organization.

2.6 The role of NGOs in development

According to Campbell (1992:12) the Ethiopia history of political economy determines the type of relation between state and NGOs. Since the emergence of the long-lived religious affiliated missionaries and the 1984 drought and famine, NGOs have been involved in different activities and programs in Ethiopia. It is after 1984 that international community's direct and indirect assistance expand in different sectors. Since then, relations between NGOs and the state have passed different periods.

The first major period is characterized by strict state control and hostile environments. The hostility was reflected in expulsion of humanitarian NGOs, prohibition from challenging government policy, and giving an option to operate through state structures at local level (Campbell, 1996:14).The growing

involvement of NGOs in responding to development problems has precipitated a rapid increase in literatures on NGOs as a topic for study.

Since 1980s, NGOs have emerged as major actors on the international development scene. An opportunity has evolved in which NGOs are expected to play substantial role on behalf of the state. NGOs, therefore, provide local services such as credits, information, technology transfer, healthcare, education, water supplies, and improved natural resources management, and protection. This has given them the chance to gain experience and credibility in promoting sustainable local development. In many third World countries where government assistance is not forthcoming, or the services provided by the market are too expensive, they become basic services providers to the poor Fenta (2007:42).

There are many reports about the roles of NGOs in providing goods and services to poor communities from formal institutions. There are also increasing examples of NGOs working in partnerships with government to scale up their out reach, particularly in education and health sectors.

After the establishment of the Federal Democratic Republic of Ethiopia, the services provided by civil society institutions have somehow expanded as the liberal political and economic environment has been put in place the willingness and the desire to incorporate NGO projects into national development objectives has been observed.

NGOs not only help the marginalized poor have access to services but also with decision making processes. Accordingly, they are considered as important actors that facilitate the global trend of shifting power from public sector to community through the provision of opportunities for self-development and awareness Fenta (2007).

In recent years, non-governmental organizations have been increasingly transformed from traditional form of relief assistance to partnerships with government institutions and communities to bring societal benefits and to reduce poverty (Ibid).

According to Meheret (N.D), in his unpublished teaching material, NGOs, both local and international, are effective actors for social, political, and economic transformation. They act as promoters of human development, enhancers of capacity, and advocates of the people. The major outputs of NGOs in Ethiopia are in the areas of food security, health and water, education, capacity building, physical infrastructures and emergency operations (CRDA, 2004: iii).

With increasing involvement of NGOs in the development of the country, their role and areas of interventions are also changed from time to time. Thus, NGOs were increasingly involved in development endeavors. This change in emphasis was influenced by national as well as international factors. Internally, the need to address the root causes of poverty has become increasingly apparent. Internationally, the need to do away with poverty in the shortest possible span of time was also another important factor (Ibid: 1).

Tegegne(1994:13) argues that it would appear strange to talk of third world development without mentioning NGOs. With increasing involvement of NGOs into the development arena, they earned recognition and support from the public, rich governments and donor agencies around the world and hence, they become important actors in the development processes of the third world.

He added that NGOs in their attempt to play an active part, especially in the alleviation of rural poverty, they adopted various development paradigms; they get their activities running at the grass root levels, channeled voluntary and official aid to the poor countries of the third world.

There are two opposing beliefs regarding the role of NGOs in development (Tegegne1994:16). The first is the optimists' belief that considers the roles of NGOs in poverty alleviation as second to none. And if there are some problems in the realization of NGO objectives, they are surmountable; and if there are mistakes, they can be corrected. The other belief is skeptics that take NGOs as lacking the effectiveness in grass roots development, unable to deliver the goods and find them uncertain and sometimes confused of what they are doing. They do not seem to be satisfied with the achievements of NGOs in development.

2.7 NGOs in Education Sector Development

It is recognized, especially at the local level, that public schools are not adequate both in number and quality so as to meet the growing demand of basic education. Therefore, the government of Ethiopia needs to work in partnership with NGOs in order to extend its capacity to meet one of the millennium development goals, i.e., providing primary education for all children. With this regard, volunteers are more easily recruited as free space, free reading materials and experience (Cummings 1998: 216). He further argues that NGOs over the past decades have been contributing and spending huge resources on educational innovations.

Because of their flexible management system, their commitment towards providing education to the disadvantage and other contributions, NGOs are suitable for educational innovations. Now days, some NGOs have developed an initiative for innovative alternative basic education in Asia, Africa and Latin American Countries particularly in the non formal approach after 1980s (Prather 1991: 243).

In line with this Ministry of Education (2000) confirms that since recent times, there has been increasing involvement by both international and indigenous NGOs to provide basic primary education in Ethiopia. To the Ministry, there are NGOs which provide alternative non-formal basic education program to out-of-

school children. Such NGOs include Action AID Ethiopia, Save the Children-Norway, Save the Children- UK, Save the Children- Denmark and Save the Children -USA, Prop ride- Ethiopia, Irish and Ethiopia, Red Barna-Ethiopia, Oxfam-UK, and World Learning- Ethiopia. Moreover, the Ministry's report on the roles of NGOs in the development of education sector to the UNESCO 47th session, puts NGOs contribution as follows:

NGOs and the private sector have a great role to play in the provision of education at all levels of education echelon in addition to financial ,material and technical support to education sector development program (ESDP). Representatives of donors and NGOs are working with ESDP central committee and bodies are set up to oversee, coordinate and facilitate the implementation process of the program (FDRE, 2004: 18).

Above all NGOs are assisting the government in the provision of capital and construction of new schools or additional classrooms. However, according to Ashebir(1997:42) only some of the NGOs have become successful in increasing quality, equity and efficiency of basic education through their various alternative Basic Education (ABE) programs.

2.8 The Role of NGOs in Promoting Education for All

(EFA) Goals

NGOs have long been playing a significant role in the field of education. According to Holgson(1992:22), the late 19th and early 20thc, was a period characterized by the rapid global spread of western modes of compulsory mass schooling and the growth of international NGOs with educational interest and programs, with issues like children rights in general, and how they learn best in particular.

The impact of international NGOs had been greater even after World War II, in introducing the right to free basic education and the inclusion of this right into the 1948 Declaration of Human Rights, despite the hesitation of national governments (Mundy and Murphy, 2001:31).

Contrary to the period between 1950 and 1990, the second half of the 1990s has been a remarkable increase of international NGOs in the field of education especially the idea of "EFA". A global concern has been given to education because the entitlement given to citizens to access education was steadily eroded in the third world due to the economic crises of the 1980s, which brought the decline of primary education enrolment in developing countries (Carnoy 1995:13).

When the World Conference on Education for All was initiated by UNICEF, UNESCO, WB and UNDP, held in *Jomtien*, Thailand in (1990), most international NGOs were invited officially to participate on the conference in the realization of their future contributions in the field of education (Ibid).

WCEFA declaration and EFA activities that followed the Conference, officially promoted the significance of international NGOs as important actors for the achievement of EFA goals.

Mundy and Murphy (2001), also argue that even after *the Jomtien conference*, most governments in the developing nations failed to provide basic education for all; however, international NGOs took the issue of universalisation of basic education as their major task.

2.9 What is Partnership?

Partnership is a mutually beneficial dynamic relationship between or among two or more persons or organizations having similar vision, goal, objective and interest. Partners leverage their time, resources, experience, expertise, knowledge and skills to work together complementarily by dividing

responsibilities based on comparative advantage and make decision jointly. They recognize each other's contribution, respect each other's culture, and stride to fulfill the assigned responsibilities. While working together, partners also maintain autonomy and independence, and attain their goals and those of stakeholders (Ojha and Morin, 2000).

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 (<http://www.interac.org/earthscan.htm>).

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).

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).

2.9.1 Why Partnership?

A number of reasons encourage agencies to enter into partnerships. One of the prominent reasons is that a sector or an agency cannot possess all desirable characteristics that are required to perform a job comprehensively as there could be limitation in the availability of expertise. However, when the sector enter into partnerships, the resultant value is more than the value derived from the individual efforts. This value is greater for both the agencies and the society at large (Ojha, 2002). Therefore, organizations develop partnership because they get benefit from working together.

According to Ojha (2002), organizations establish partnership for greater capacity, cost effectiveness, sustainability, addressing complex issue of common concern, large area coverage, educating stakeholders, reinforcement, reaching vulnerable, experience sharing and learning, preventing overlap, complementarities, leverage scarce resources and creating wealth.

In addition, partnership provides opportunities for all partners to learn new competence. For people in research and development, partnership provides opportunities to learn about the global need for change; for the community, it offers opportunities to learn about new and better way of doing business by identifying common vision, goal and objectives. Partnership also makes information available about the methods of accessing and using resources effectively, new relationship brings different skills and perspectives (Fehnel, 1995 cited in Ojha, 2002).

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. Partnership increases the quality of decisions and decision-making processes, the legitimacy and transparency of decision making.

2.9.2 Principles of Partnership

According to the “National workshop on project formulation for people’s participation in rural development activities” (1990) principles of GO-NGO partnership are coined as follows:

1. Government and NGOs shall strive to attain social justice and equity, People's empowerment and solidarity, transparent and effective governance, sustainable and self-reliant development, Structural changes with in the constitutional and legal framework, and Subsidiary.
2. Government and NGOs should understand each other's principles, policies, processes, programs, and structures so that the elements of responsiveness, flexibility and workability are built into GO-NGO partnership.
3. Government and NGOs are accountable to the people.
4. NGOs autonomy should be recognized by the government.
5. NGOs shall be substantially and equally represented in all levels of decision making.
6. Participation in government shall not be the sole role of national level NGOs, though they can initiate this process.
7. Establishing and strengthening NGO networks shall take place both horizontally and vertically.
8. The knowledge of concepts, objectives, and nature of participative activities shall not be confined only among the key personnel of both government and NGOs.
9. Of particular importance to NGOs is the need for continuous dialogue with government on the matter of NGO-donor relationships with a view of evolving policies and procedures that satisfy the specific concerns of NGOs and government.
10. NGOs shall be conscious of the need to carryout periodic and systematic self-evaluation of their role and impact.

11. NGOs, especially at the grassroots level, must be seen in a complementary role and not in competition with government agencies operating at that level.
12. NGOs must endeavor to establish their credibility with the government and the people, and for this purpose, they must demonstrate their sincerity, capacity, and commitment.
13. NGOs must be prepared to take the initiative to secure their recognition and also to propose constructive programs of partnership with government in evolving and carrying out practical programs in areas of concern to them.
14. Governments and NGOs may resort to independent initiatives to pursue their development interests that take into account people's participation in the event measures for forging a GO-NGO partnership are not yet in place.

According to Connors and Sarena (2000:16), the basic principles of partnership that can be considered in a generic form are Partners have agreed upon mission, values, goals and measurable outcomes for the partnership; the relationship between partners is characterized by mutual trust, respect, genuineness and commitment; the partnership builds upon identified strengths and assets, but also addresses areas that need improvement; the partnership balances the power among partners and enables resources among partners to be shared; 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; roles, norms, and processes for the partnership are established with the input and agreement of all partners; there is feedback to, among and from all stakeholders in the partnership and its outcomes; partners share the credit for the partnerships accomplishment; and partnerships take time to develop and evolve overtime.

2.9.3 Levels of partnership: Development framework

According to FAO (2003) levels of partnership have been enumerated as consultative, coordinative, complementary, collaborating and critical partnership.

Consultative partnership exists among institutions that wish to establish new relations with other organizations for information exchange. Regular venues such as consultations or dialogues are organized to serve as initial mechanism through which various institutions know each other by sharing experiences, ideas, and opinions.

Coordinative partnerships are exerted to avoid duplication of activities and synchronize separate institutional initiatives for greater efficiency and effectiveness in field operations. As starting point for coordination, interagency committees and activities are usually organized to do a check list or inventory of project interventions in the communities. In *complementary partnership*, though each party has separate initiatives, a common program framework characterized by purposive efforts to support each other guides them.

In *collaborative partnership* both institutions agree to work together, to share a common vision, to establish common objectives, and plans of action on a program level. Mechanisms are institutionalized so as to facilitate delivery of services to their target communities.

And finally, *critical partnership* may be the highest form and level of partnership where both institutions consider each other as relevant partners in pursuing broad development goals and visions. Both sectors work together on a more strategic long-term arrangement on various aspects of the socio-economic and political life of the community. NGOs are given access to government resources and are also given the chance to participate in the policy formulation and decision making processes.

Where as Farrington and Babington (1993) in Riley (2002:87-102), levels GO-NGO partnership into interaction, linkage, cooperation, operational collaboration and critical collaboration as follows.

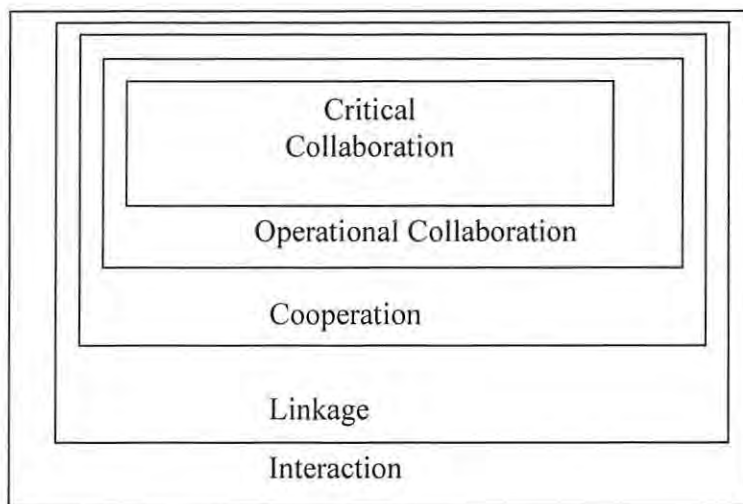


Fig.2. Levels of Government-NGO partnership

Source: Farrigten and Babington (1993), in Riley (2002:98).

Interaction: characterizing as situations where the actions of one institution are influenced by, dependent on, or oriented toward the actions of another institution. It includes a range of interrelationships, which may be mutually supportive, adversarial, or something in between.

Linkage: As specialized form of interaction, linkages between organizations are the most rudimentary form of positive interrelationships. Such relationships include some form of contact, which are either neutral (such as information exchange) or mutually supportive (which may include the exchange of ideas, joint field visits, or discussion), and may be formal or informal arrangements.

Cooperation is a more formal type of interaction, and distinguished by the use of some kind of mechanism to manage a relationship between the participating bodies.

Operational collaboration: Here there is a greater degree of interdependence between GO and NGO. According to Farrington and Babington (1993) in Riley (2002:99), the idea implies a formalized dependence of one partner on another for at least part of success of its activities.

Critical Collaboration is a process through which parties that sees different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible.

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. fora 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 interests 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.

To a certain extent, effective partnership is something that requires experience, skills and competence 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. It is evident for healthy functioning that is only acquired through time.

2.9.4 Measures to improve GO-NGO partnerships

According to Nibretu (1998), to inject successful project lessons in to development programs of a nation and to strengthen GO-NGO partnership, both the state and NGOs must take certain measures. The decentralization of power and responsibility to the district has the potential to enhance the Government-NGO partnership at the local level. At the district level, NGO leaders and government agencies are more familiar with each other's programs. Hence it is easy to manage their day-to-day activities (Cannon, 1996). In addition, Clark (1990) and Kindo (1993) identify the following measures as a means to improve the relationship between NGOs and the state.

- 1. Cooption:** This is complementing the state by molding the operations of NGOs to fill the gaps in government services with such friendly coexistence between the two, the government would be happy, feel neither threatened nor find its objectives incompatible with NGO's programs. In such a way governments can eventually convert NGOs in to quasi-governmental organizations.
- 2. Reforming the state:** By providing appropriate training and assistance to government departments to improve the planning process, introduce problem-solving techniques and vigorously challenge the state to implement policies that are positive for the poor.
- 3. Monitoring NGOs.** Here governments register NGOs but keep watch on their activities.
- 4. Coordination** it means whereby governments prevent NGOs from becoming "Unguided missiles".
- 5. Active discouragement.** In this case, NGOs are deterred from launching or maintaining activities that are outlawed altogether

2.10 Government -NGO partnership in development

Certain types of relationships between states and NGOs have been observed to recur on a more consistent basis to allow us to speak of some general trends and relationships (Tegegne, 1994:21). NGOs do not operate in a vacuum. They operate not only within a given policy environment, but also they are linked with various stakeholders.

Traditionally, most NGOs have been suspicious of governments, their relationship vary between benign neglect and outright hostility. Governments likewise often had suspicious views towards NGOs. Their relationship in Africa has been characterized as 'cat and mouse', Edwards and Hulme(1992) cited in Dejenie (2001:25).

Governments and NGOs differ widely in various ways. The structures of governments are often rigid, hierarchical and autocratic. They have a natural tendency to centralization, bureaucracy and control. NGOs, on the other hand, tend to be distinguished by their flexibility, willingness to innovate, and emphasis on the non-hierarchical values and relationships required in promoting true partnership and relationship (Ibid). However, governments and NGOs need to enter into a positive and productive relationship aimed at improving the livelihood of the poor.

In dealing with governments, Edwards & Hulme(1992) cited) argues that NGOs need to note certain observations derived from reviews of country experience as when the decision is taken to work with government, the constraints and difficulties of reforming system and structure in the short-run, inertia to experiment or innovate have to be accepted as a starting point; personalities and relationship between individuals are vital elements in successful government NGO partnerships; and NGOs are generally small players when it comes to influencing governments, as compared to bilateral and multilateral donors like Breton woods institutes.

The relationships between NGOs and governments have been characterized by the following problems as governments tend to remove the innovative components of NGOs (e.g. Innovations in the area of gender and development, environmental management, group lending schemes), contributions and incorporate them into existing public institutions; in some cases, governments feel that it is unreasonable and undesirable for public policy to be shaped by the whims and experiments of NGOs; some NGOs feel that there are very few communication channels to share the results of their research and innovations with relevant government departments; some government officials feel that NGOs are often too secretive about their work and do not wish to share their findings, views to share these in the public arena before attempting to communicate and discuss with government; and because of lack of accountability on both sides, the relationship between government and NGOs may be characterized by mutual suspicion and mistrust (Ball and Dunn, 1996:28).

Regarding to the relationship between government and non government organizations, Simon Mechale, Director of DPPA (1997), cited in Zenebe (2001) explains that, the official position of the present government on the 'third sector' in Ethiopia is based on bringing efficient functional outputs to NGOs.

It is reported that the present government has generally less hostile relations with NGOs than the *Dergue* government had. However, this idea is not accepted by all NGOs (Toys & John, 1996; cited in Zenebe, 2001). Although the comparison with the past does seem to indicate some relative improvement in the present government's attitude towards NGOs, the government's autocratic tendencies vis-à-vis the NGOs are still evident. Some of the contentions between NGOs and the government reflect the reality at the micro level (Ibid).

In addition, Adey (2000:4) contends that, the relation ship between the two sectors has been defined as being poor for the following reasons. The government has been characterized as having Long registration procedures; Lack of co-ordination and dialogue with the government; Difficulties in obtaining land for premises, and Problems in bilateral and multilateral funds channeled directly to NGOs.

From the point of view of the government, the works of NGOs are insufficient because NGOs having poor capacity for the work they intend to do; overhead costs are too much; operate in an uncoordinated manner and have geographic location that does not match with the needs of the public and; have a self-centered motivation.

Tanden (1991) describes three major forms of relationships that can possibly exist between GO-NGOs:

The first is *dependent- client position vis-à-vis the government*. In this case, NGOs implement state prepared program and/or receive funding through the state. The second is *adversarial relationship* where there are no common starting points and willingness from neither side .And final, the third type is *collaborationist relationship*. Here, both actors develop a sense of genuine partnership among themselves to tackle mutually agreed-up on problems, accompanied by energetic but constructive debate on areas of agreement.

However, Fowler (1992) describes barriers to GO-NGO relations as; *Government policy and regulation*, NGOs often fall in the opposition camp while the government or ruling party may see itself as the sole legitimate voice of the people. In such tense politicized policy environment neither party would have sufficient trust in the other to be able to work together.

NGO over-reliance on foreign source of funding is often fosters suspicion among government agencies. In most cases, NGOs are largely funded by their members tend to have maximum authenticity. When the NGO sector is dominated by

foreign NGOs, problems can arise between the government and the NGOs if the government feels that it is being squeezed out of development decision-making. The other barrier is *insufficient information and networking system* between NGOs and government agencies and among NGOs themselves.

NGOs distinct preference of isolation, such NGOs may not only be unwilling to engage in dialogue with government but often coordinate poorly with one another. For some NGOs isolationism is a means for escaping attention.

Different regimes can also influence GO-NGO relationships. According to Clark (1990:67), there are three categories of regimes which afford very different environments for NGOs. In *military and dictatorship regimes*, NGOs are more likely to side with the political opposition where opposition parties and trade unions are banned. In such a climate there is limited scope for NGO government collaboration. In a *single party states* (usually Marxist oriented), governments need no autonomous and independent structures. It tolerates NGOs only in so far they facilitate its own program. In *liberal democracies*, NGOs play mixed roles, Collaborating with governments on specific programs and challenging them in other areas. The government provides NGOs with funds and status but subject them to rules. Hence, NGOs find such regimes the easiest to survive with and secure help from. On the other hand, in such regimes, the government can harass and intimidate the NGOs, negate the values of the work done publicly and impugn their credentials.

2.11 The need for Government and NGO Partnership in Education Sector Development

The need for government and NGO partnership basically stems from the fact that education, like all others sectors of development, is a collective endeavor that demands the full participation of various stake holders.

Management and coordination is complex, since they deal with complex processes and interactions. They involve bringing together diversified members and handling the differences between them, identifying problems and establishing common objectives. Independent multiple actors' involvement in local governance network/partnership processes limits traditional management, that is, enforcement mechanisms become less usual. Hence, local authorities and agencies need to focus on fostering mutual interactions and master the art of encouraging others to bargain, negotiate and articulate their interests. Creating an atmosphere of mutual trust, confidence and enthusiasm is the most important mechanism for LGN management and coordination (Fenta, 2007:46).

The *Jomtien* International conference of EFA underlines the importance of partnership to attain the sacred goals of EFA. Article 7 of the declaration issued by the conference reads as follows:

New and revitalized partnership at all levels will be necessary among all sub-sectors and forms of education, Partnerships between education and other government departments, including planning, finance, labor, communities, partnerships between government and NGOs, the private sector, local community, religious groups and families (FDRE, 2004: 24).

The aforementioned statement clearly shows that partnership is a critical element between government, NGOs, civil societies and the private sector in promoting education sector.

According to UNESCO (2001:63), the role played by NGOs in education is more diverse than governments and multilateral agencies. Hence, NGOs have to work with in the overall national policies but given their strength of flexibility and commitment, they would often be able to achieve what governments were unable to. Hence, many NGOs claim a legitimate right to provide education because they perceive that governments have failed to provide equitable access to quality education. They argue that governments are inefficient in providing access to quality education for all and thus, they have supported community schools to bridge the gap (Cumming, 1998). NGOs are also characterized as less bureaucratic, more focused, effective and efficient (they can get more with less resources) and tend to follow a decentralizing pattern of organization at grass root level (Ibid, 1998).

Given their flexibility and adaptive nature, Non-Formal Basic Education is amenable to NGOs mode of operation (UNESCO, 2001:64). Moreover, the findings of a study conducted by World Education Forum attests that NGOs have proved to be worthy partners of EFA by providing innovative and Alternative Non-Formal Basic Education programs to the disadvantaged groups in remote areas (MoE, 2002:25).

Hence, the involvement of NGOs at all stages of education policy and program formulation, implementation and evaluation is worth considering because of the following reasons; more resources can be mobilized if GO-NGO partnership is strengthened, and hence, accessibility and the quality of basic education will be increased; both partners can share their expertise experience to run EFA programs more effectively, the education system will have more diversified modes of delivery and hence will be more capable of meeting the basic educational needs of the society; some of virtues of the innovative Non-Formal

Basic Education such as cost-effectiveness, flexibility, and high community participation can be injected into the conventional school system to expand access and improve quality and efficiency; and NGOs will have more favorable legal environment to run their programs.

Since 1992, ranges of innovative education programs were initiated by several NGOs under different names and titles such as NFBE and ACCESS. These alternatives are being implemented in many regional states of the country such as *Tigray, Amhara, Oromia, Addis Ababa, and Southern Nations and Nationalities* by NGOs' support or in collaboration with the regional governments. They all use the term 'non-formal' and a more flexible approaches to provide basic education to children by establishing easily accessible education centers at village level (Ibid:19).

Moreover, they have the potential to address problems in a more integrated, multidisciplinary and comprehensive manner, to eliminate the duplication and wastage of costs and efforts, to create mutual trust and allow the transfer of information and technology.

Global experiences have shown that, NGOs can make significant contribution to the development of education, especially in developing countries. Studies have also confirmed that the greater roles NGOs have played in the field of education as alternative service providers, innovators, advocates and critics in policy dialogue.

Partnership, therefore, requires sharing of roles and responsibilities in an equitable basis based on the core competencies of the participating organizations. Roles, responsibilities and rights need to be defined clearly. Accountability parameters should also be established with verifiable indicators. Complementarities, synergy, trust and enabling will be the basic principles in which enduring partnerships will be built.

It is mentioned in various literatures that the expansion of educational opportunities should not be left to governments alone. Building alliances among the government, private sector, NGOs and user system in general is the call of the day. Given their strength, NGOs are likely to be committed in accessing social services such as education to the marginalized.

Accordingly, strong collaboration between government agencies and NGOs has long been advocated as a means of enhancing responsiveness, efficiency and accountability. Therefore, NGOs are becoming a more and more significant forces of development.

To conclude GO-NGO partnership has its own benefits, challenges and opportunities. Partnership has the advantage of bringing together diversified actors and handling the differences among them if carefully coordinated and managed. Identifying problems and establishing common agenda is possible through careful management of partnership among various actors. This is what the previous literatures have noted down.

CHAPTER THREE

DATA PRESENTATION AND DISCUSSION

3.1 Legal Procedure of NGO Intervention in Development

The Ethiopian government requires that all NGOs, international and local, have to be legally registered and sign agreement with appointed government agency. It is only after they have registered legally that they could engage in any social and economic activities of the country.

3.1.1 NGO Registration

The objectives of NGOs registration and project agreement signing are to publicize their activities to the people and to the donors, to make them accountable for their works, to make sure that they have the capacity to accomplish the intended activities, to assure whether the NGO is free from litigation for criminal act, anti-religion, anti-race, anti-government activity and other social taboos Nibretu(1998:36).

The general guideline of the National Policy on Disaster Management (NPDM, 1995) authorized the then Disaster Prevention and Preparedness Agency (DPPA) to register NGOs after they are certified by the Ministry of Justice (MoJ). It also has demands that international and national NGOs have to start at the federal level, while regional or local NGOs should start at the regional level.

The registration is required to provide legal status for NGOs working under the framework of the policy and regulations of the country. And therefore, NGOs are required to fulfill the following requirements to be registered and obtain legality as; to submit their request to the Ministry of Justice with supporting documents; to get certificate of registration in the country of origin for international NGOs; to present supporting letter from funding organizations

and; to give project idea by area of preference, experience and credentials of their board members for local NGOs (NPDM 1995:62-63).

Based on the information obtained from the respondents of Save the Children-Norway, *Gonder* branch coordinator, NGO registration procedures from the federal and project agreement in regional level are less conducive as takes more time for appraisal by sector offices, although it is improving.

Although there have been considerable improvements in the state –NGO relationship in the last few years, government agencies that are involved in the registering, regulating, and monitoring of NGOs and their activities, still focus on control (Fenta, 2007:107). Therefore, this unhealthy relationship has to be addressed as it will undermine the development of effective partnership between the two actors.

The political context with in which the government and NGOs work in the region is a major component of the milieu with in which development interventions take place. The argument could be made that the ability of NGOs working in the region to work together with government agencies in partnership derives from some distinctive features of the country's political scene.

The NPDM, which is put to guide NGOs, is disaster oriented document which made NGOs victims for constant changes in regulation and administration. This is one basic problem that has limited the sector's autonomy and made their operation complex in the country. However, with increasing pressure from the civic societies, NGO's legislation is being drafted by the Ministry of Justice and is in the pipe line to be adopted by the House of Representatives. This may enable NGO's to contribute more in the socio-economic development of the nation.

Recently the preparation of the guide lines for the collaboration between national/regional governments, civil societies and NGOs is expected to mitigate the problem. For instance, the Finance and Economic Development Bureau of the *Amhara* National Regional State in collaboration with NGOs operating in the region has developed a partnership forum for terms of collaboration between them in 2002. In addition, the Regional Food Security Coordination and Disaster Prevention Office have partnership guide line to promote partnership effectiveness. The *Amhara* Education Bureau also has its own partnership forum with NGOs working in the sector.

Based on the overall regional partnership guideline, NGOs that operate in the region should be legally registered and run its interventions as per the government development policy and programs.

When NGOs come to the regional level, they should bring their project proposal to the Regional Coordinating Office for project appraisal. The appraisal will be made by both the respective sector and the Coordinating Office. If it is accepted, the tripartite agreement will be signed among the NGO, the concerned line department and NGO Coordinating Office. However, it is blamed because it consumes much time that hampers project implementations.

3.1.2 Agreement Signing and Project Appraisal Processes

After securing a certificate of registration from MoJ and signing the general agreement, NGOs should submit their project proposal with plan of operation to DPPA. The proposed plan of operation is expected to include; the type of activity they would like to undertake; the type and amount of resources they allocate to undertake the planned activities; the agency they would like to channel their funding through; the agreed terms of operation with the recipient and annual plan of operations; and areas of operation (NPDM 1995:65).

After reviewing the plan document, Disaster Prevention and Preparedness Bureau (DPPB) at the regional level, will approve the project and sign a tripartite agreement. The role of DPPA at national level and DPPB at the regional level is only to see the document from policy perspectives and its conformity with the basic principles of the development policy of the country. However, the line departments examine the technical feasibility of the development plan and check whether NGOs programs are inline with the development direction of the country. Respondents from NGOs complained that the process of such activities are too bureaucratic and time taking.

NGO projects may have national coverage or target to one or more regions. In this case, the approval and implementation of such project involves the joint agreement between DPPA, the regional states, with their line bureaus, and the NGOs themselves. Decision is made based on the immediate needs and priorities of the region, or its development directions. Thus, the regional states have the right to accept or reject proposals based on the pre-established criteria. According to a respondent from DPPA NGO coordinating department, some NGOs don't want to go to regions after agree to work because they submit their project agreement without securing budget for the project implementation, incompleteness of preliminary works, disagreement with donors, etc.

3.2 Code of Conduct for NGO Administration

The past decades have witnessed important changes with regards to attempts by NGOs to improve their general performances and accountability. Currently many NGOs from around the world are seeking to achieve these objectives, through self-regulation arrangements.

There are many self-regulation schemes that are designed to enable NGOs to play role in regulating themselves. The code is defined as a set of norms, principles and values to standardize the conduct, action and behavior of NGOs.

NGO code of conduct, therefore, seeks to ensure that their activities are people centered, promote effective participation of target population in development projects.

NGOs are criticized for not being accountable for their beneficiaries and host governments. The code of conduct for NGOs however, aims at imposing upon them the obligation to account not only to donors, but also to beneficiaries.

Openness, transparency, accountability in their dealings with governments, development of public confidence, statements of values and standards of behavior, moral and ethical integrity, sound financial policies and systems, communications and collaboration develop mechanisms to monitor and evaluate NGO programs and activities with clear and measurable indicators(Synyal,1994).

Hence, adherence to these code of conduct would, thus enable NGOs to answer the accusation of double standards and help head off the imposition of compulsory codes of conduct by regional or national governments(Fowler,1990 in Atnafu, 2006).

The Ethiopian code of conduct regulation for NGOs in particular and civil society in general is old enough. Fore instance, Bahiru (2007) argues that the civil society still continues to be governed by the rules and regulations lay down by the 1960 code of conduct and the association registration of 1966. These were legal instruments primarily designed to regulate the work of association rather than the diverse organizations and multi-faceted activities that traditionally come under the rubric of civil society.

NGOs are pushing and asking to know the government's draft legislation on NGOs, which was prepared some three years ago, and now still in pipeline, to be presented to the parliament. However, the forty-page draft legislation raises three particular issues that NGOs considered as restrictive. These are issue of

accessing foreign funds, the establishment of a regulatory body, and the issue of penalties.

According to the draft law, local NGOs are only those that acquire 90% of their income from local sources while the remaining 10% can be acquired from outside. If over 10% of the fund is obtained from foreign donors, the charity will be considered as a foreign charity. The draft also stipulates that a regulatory body shall be established to oversee the operations of NGOs in the country. NGOs which transgress this law are liable to punishment with fine. This is a clear interference, they argue, in the works they run (The Reporter 2008:1).

Some heads of local NGOs, on conditions of anonymity during the discussion said that they fear the proclamation could force them to significantly scale down their activities or even go out of operation. And NGOs operating in the country are not allowed to practice activities like providing financial and material support to political parties or groups; involving in any commercial or any profit generating activities; working with unregistered local or foreign NGOs and; receiving, holding and disposing of property, real or personal, given, granted, devised, or bequeathed to this corporation by any person or persons, investing or reinvesting, managing and administering the same and the proceeds there of in such manner as a donor may prescribe or as the directors may from time to time determine (NPDM, 1995).

3.3 Profile of NGOs in Amhara Region

Amhara National Regional State (ANRS) is geographically located approximately between 9°21' to 14° 0' Northern latitude, and 36° 20' to 40° 20' longitude. The total area of the region is estimated to be 170,152 km². It is bounded by *Beshangul Gumuz* regional state in the west, *Oromia* in the South, *Afar* in the east, *Tigray* in the North and *Sudan* in the Northwest. The region is divided in to 11 zones and 150 *woredas* (BoFED, 2004).

The Region is one of the drought prone Regions. The development challenges of the region is considered to be the recurrent drought, rapidly growing population, limited on farm and off farm income alternatives, poor market integration, high level of illiteracy, limited access to basic services and information and low health service coverage. Hence, some NGOs are operating in the region to mitigate the socio-economic problems of the people.

Table 3: Zonal distribution of NGO projects

No	Administrative Zone	No. of NGOs	No. of projects	Projects budget in birr	Beneficiaries	Food in metric tones
1	South Gonder	14	37	208,683,540	2365924	28183.01
2	Bahir Dar	10	30	265,540,402	201731	_____
3	North Shewa	18	57	269,588,348	1421847	_____
4	North Gonder	17	29	122,841,122	1142131	2339.00
5	North Wollo	19	45	246,687,306	812163	20045.93
6	South Wollo	21	51	194,039,316	1161875	3547.00
7	Wag Himra	4	9	162,867,173	719938	_____
8	Oromia zone	3	4	85,835,705	427306	_____
9	East Gojjam	14	16	48,670,070	1876688	_____
10	West Gojjam	7	14	39,840,599	717170	_____
11	Awii	3	7	1,586,958	300 000	_____
12	Region	10	15	104,713,177	3345856	_____
	Total	130	314	1,550,693,816	154,462,929	54114.94

***Source: FSCDPO, July 2007annual report.**

For figures in the table, the number of beneficiaries in some zones, and the region is greater than the population size of the region. This is due to double counting that an individual has benefited from more than one project. The project budget shown in the table is not annual budget rather for the entire life of projects ranging from 2-5 years.

As of September 2007, there are 314 NGOs ongoing projects agreed with the concerned regional government bateaux whose total budget is birr 1,550,693,816 in cash, 54,114.94 metric tones of food aid in kind and 154,462,929 people are direct beneficiaries of the projects.

Table 4. Increasing number of NGOs from 1997-2007 in the Region

No.	Year	Number of NGOs	Number of projects	Amount of budget in birr
1	1997	35	61	218,488,519
2	1998	50	83	355,831,984
3	1999	65	185	711,594,011
4	2000	71	149	696,227,657
5	2001	80	167	703,676,471
6	2002	89	242	788,047,114
7	2003	97	252	1,108,923,881
8	2004	106	259	1,164,844,622
9	2005	120	283	1,943,444,059
10	2006	128	284	1,550,693,816
11	2007	130	314	1,800,000,000

Source: Migib Wastina, September 2007, special edition.

The amount of budget in the above table includes the food aid translated in to birr.

The number of NGOs is increasing every year with various projects such as environmental protection, agricultural development, Water resource development, education, health, rural road construction, rehabilitation, emergency relief, child care, capacity building and appropriate technology creation and dissemination. In 1997, there were 35 NGOs; however, in 2007, this number increased to 130 NGOs.

3.4 NGOs Engaged in Education Sector of the Region

Education is the basis for all sorts of technological progress, social advancement and economic development. There are always clear correlations between education and the advancement of nations. Education can also be taken as the primary factor for people's sustainable development (ANRS, 2005:1).

In the Region, there are a total of 28 (19 local and 9 international) NGOs working in education sector development of *Amhara* region. There are 76 on-going projects in different zones of the region with the total budget of birr 186,367,795.40.

Table.5 Distribution of NGOs' projects in Education sector of the Region

Administration Zone	Number of projects
North Shewa	11
South Gonder	9
East Gojam	6
West Gojam	5
Bahir Dar	8
North Gonder	8
North Wollo	8
SouthWollo	8
Waghimra	5
Oromia zone	5
Awi	3
Total	76

Source: ANRS Education Bureau, January .2006

Most NGO interventions in education sector are formal and non formal primary school programs. They involve in the construction of new schools, upgrading and renovating schools, provision of furniture and educational equipments, institutional capacity building, child care, feeding program, training, etc.

Though there are no many empirical studies conducted on the contribution of NGOs in the region, the study conducted by CRDA (2004) shows a bird's eye view to their development effort. For instance, during the five years (1997-2001) period 421 schools are built and there have been expansion works in 48 schools. With regard to capacity building, 973,563 farmers were trained in various skills and 6,766 children received help through NGO projects. In addition, 12 libraries and 6 reading rooms have been constructed in the Region.

In relation to the job opportunity, 1161(62%) employees were working in the local NGOs and 989(32%) employees in the international NGOs, out of the total 2600 employment opportunities by NGOs.

The expenditure of NGOs to education sector for the Region in this period was 239.59 million birr. For education and training 101.49 million birr and for capacity building 128.10 million birr was used as an outlay. These figures hopefully illustrate that how NGOs are contributing to the Country in general and to the Region in particular.

Based on the Region's Education Bureau Report (2007), primary education coverage has grown progressively. In 1995 the coverage was 22.9%; however, the figure increased to 91 % in 2007. The significant impact for this change comes from the increasing number of schools and teachers. From the year 2000-2006, the number of schools increased from 2895 to 4650. The number of teachers has increased from 24,401 to 61110 as well. This shows 19.7% and 37.7% increase in schools and teachers respectively. This development and growth of the education sector is not only by the single effort of the regional government rather with the concerted effort of the government, private education sector and NGOs.

Table 6: Primary education participation and its ratio

Year	Number of school	Number of teachers	Number of student	Crude % of participation	Net participation	class student ratio	Student teacher ratio
1996	2585	21984	639239	22.2	*	37	29
1997	2663	22673	911556	28.0	22.0	48	40
1998	2745	22643	1046886	33.8	30.7	54	46
1999	2819	23196	1274646	39.6	36.1	59	55
2000	2895	24401	1507124	46.5	42.5	63	61
2001	2928	26029	1754802	51.0	46.3	71	67
2002	2975	27930	1964101	55.4	49.8	76	70
2003	2996	29089	2023113	55.1	49.5	74	70
2004	3154	32095	2173744	64.2	52.6	76	71
2005	4057	44459	2742706	80.7	67.0	67	66
2006	4650	53104	3050030	86.3	76.8	60	58
2007	5184	61110	3407768	91.0	*	72	53
Growth	9.1	16.17	39.37	28.02		8.59	7.52

Source: ANRS, education bureau, November 2007. * Not available

The contribution of NGOs operating in education sector of the region discloses that they are assisting the government to achieve the objectives of the sector. This implies importance of partnership between government agencies and NGOs working in the sector. The government has given priority for the expansion of education in the country better than its predecessors. The regional state has also been focusing on the expansion of education as a key sector of socio-economic development program for solving all other social and economic development related problems of the country.

The role of NGOs in expediting the primary education coverage in the region is steadily increasing, which is mainly supported by the introduction of alternative basic education, a new approach solely introduced by NGOs. In the following

two tables we can see the specific empirical contribution of NGOs in school construction and students enrollment.

Contribution of NGOs to Enrollment

Table7. Students enrolment of formal primary education both in GO and NGO schools.

Year	Enrolment						Percentage of NGOs
	Government			Non-Government			
	Male	Female	Both	Male	Female	Both	
1996	300028	25037	554065	2564	2591	5155	0.92
1997	383695	317175	700870	3416	3455	6871	0.97
1998	501879	402807	904686	3346	3230	6578	0.72
1999	560608	465043	1055651	3520	3482	7002	0.65
2000	698108	569547	1267655	3522	3469	6991	0.54
2001	813770	685918	1499688	3686	3750	7436	0.49
2002	935630	802285	1737915	4822	4575	9397	0.53
2003	1048524	885268	1933792	7238	7018	14256	0.73
2004	1087524	918578	2003402	10175	9536	19711	0.97
2005	1157321	1015693	2173014	13210	12390	25600	1.16
2006	1436865	1302053	2738918	20797	19072	39869	1.14
2007	1595153	1448607	3053760	33071	33425	66496	2.13

Source: Compiled from *Amhara* education bureau annual statistics (1996-2007).

The table indicates that the contribution of NGOs has increased the number of students at primary formal education. It grew from 0.92% in 1996 to 2.13% in 2007. Although in relation to the huge amount of government enrollment trend, NGO's contribution seems insignificant; their input to the growth of enrollment is steadily increasing. When we see the above table we can observe the least percentage share of NGO contributions both in enrollment and school construction during the years 2000 and 2001 due to the impact of *Etiho-Eritria war*.

Contribution of NGOs to School Construction

The share of NGOs in school construction is increasing from year to year. For instance, NGOs share in school construction in 1996 was 0.39%, however, this share grew to 3.85% in 2007.

Table8: Schools constructed by Government and NGOs.

Year	Number of schools			
	GO + NGO	Government	Non-Government	% share of NGOs
1996	2565	2555	10	0.39
1997	2630	2617	13	0.49
1998	2703	2690	13	0.48
1999	2759	2746	13	0.47
2000	2819	2806	13	0.46
2001	2895	2882	13	0.45
2002	2928	2913	15	0.51
2003	2975	2944	31	1.04
2004	3011	2973	38	1.26
2005	3158	3100	58	1.84
2006	4056	3845	111	2.76
2007	4652	4473	179	3.85

Source: compiled from *Amhara Education Bureau Annual statistic (1996-2007)*.

3.5 Government-NGOs Partnership in Amhara Region

Governments have the major responsibility to ensure adequate finance for basic education. It has also the responsibility to provide leadership to facilitate partnership at all levels with NGOs. The government should seek partnership with stakeholders, not only for cost-sharing, but also in decision making, management and teaching. Government has to be pro-active and undertake

many activities to facilitate cooperation between multi-actors such as NGOs, CBOs, and communities so that they can act jointly and address development problems (Fenta, 2007:2).

NGOs are one of the providers of education, particularly where state willingness and/or capacity is weak, as in many conflict areas and “fragile states”. This is particularly apparent where the state lacks legitimacy, and so international agencies are unwilling to place aid through their budgets, and so divert resources directly to the source at which the service is delivered (Rose and Greely, 2006).

The region has established regular GO-NGO partnership forum with NGOs working in the region, and another partnership forum with NGOs working in education sector. It has also developed an operational manual that guides the relationship and program implementation of NGOs. Although the guideline emphasizes the obligation of NGOs to be governed by the rules and policies of government offices, it is helping facilitate the relationship between the NGOs and the regional government offices.

Although the government, previously, has set up priority areas where development intervention is needed, the revised GO-NGO partnership directive stated that, by respecting the regional government rules, laws and policies, NGOs can participate in any socio economic development of the region (ANRS, 2003:15).

The education policy has given emphasis for the expansion of education in partnership with NGOs. In the policy paper, a general statement briefing says “Government and NGOs can establish training programs, according to their needs”. It also states that “Due attention will be given to popular participation, production, distribution, utilization, upkeep care and safety of educational technology and facilities. The participation of various organizations and individuals will be enhanced. Clear guidelines stating the rights of all involved

in education, will be issued to ensure participatory and proper professional relations in their activities” (TGE, 1994:26-29).

To the Ministry of Education (2002:28), there are many reasons that make the involvement of NGOs in education very significant. The first is to mobilize resources, and consequently to provide quality basic education. It also helps share their expertise and employ them in the sector. The other relevance of NGOs involvement is to diversify the modes of education delivery and employ some of the virtues of non-formal basic education (such as cost-effectiveness, flexibility, and high community participation). And finally, the involvement will provide NGOs more favorable legal environment to run their programs.

However, the Government Education Policy does not indicate the roles of NGOs clearly. The absence of these guidelines for NGOs could lead to misunderstanding among state officials and NGO staffs. It could also create problems to follow up project implementations. It is in such circumstance that the slogan “Education for All” that the regional partnership forum called AERDC was established.

The Regional GO-NGO partnership committee has 14 members. The FSCDPO head is the chairperson, heads of Rural Development Bureau, Health Bureau, SAERAR Office (now dissolved), Cooperatives Office, NGOs (3 Local and 4 international), Finance and Economic Development Bureau, Trade and Industry Development Bureau, Women’s Affairs Office, NGOs Coordinating Department Head of FSCDPO are members and secretary of the committee. Moreover, other concerned sector representatives can be members as invited (see the annex).

The committee is accountable for the Region’s Disaster Prevention and Preparedness Committee, chaired by the vice president of the Region. In the Zones and *Woredas*, the similar departments and office heads will be members of the committee. The committee is accountable for the vice administrator of a given Zone or *Woreda*.

The Regional forum has prepared GO-NGO partnership guideline and also designed partnership committee structure. However, the partnership committee structure is complicated and does not indicate the accountability and responsibility (see the annex). The following structure shows the structure of the partnership of the committee and their accountability.

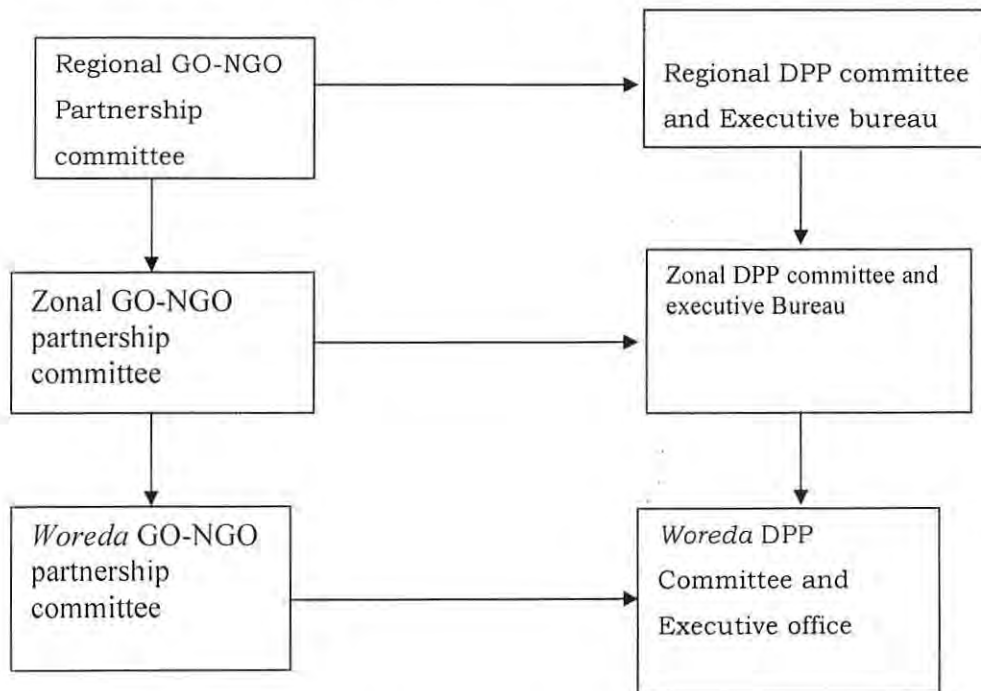


Fig.3 Schematic Representation of Partnership Committee

Source: author's own construct

3.5.1 Amhara Education Regional Development and Cooperation (AERDC)

The forum called *Amhara Education Regional Development Cooperation* (AERDC) or in *Amharic* (ATKLT) or '*Amhara Timihirt Kililawi Limatina Tibibir*' was established in 2004. The forum was established by international NGOs working in education sector such as SOS Children's Village *BahirDar*, Save the Children-Norway, Save the Children- UK, Save the Children- Denmark, Action AID, Plan International, Pact Ethiopia, and the local NGOs such as *Amhara Development Association* (ADA), *Organization for Relief and Development* in

Amhara (ORDA), WABI, Code-Ethiopia, Women Support, *Gonder* Region Relief Rehabilitation and Development Association (GRRDA), Agri-Service, etc. The major objective of the Forum is to build the capacity of the people so that the people can participate in the social and economic activities of the Region.

According to the information learnt from the proceeding of the AERDC, the forum enable to evaluate the outcomes of the implemented projects; conduct participatory assessment of partner's capacity; share information that participants may gain from group discussion; mobilize resources easily through mutual planning and implementation; build professionalism, transparency and confidence in partnership; benefit members of partnerships through cooperation and consultation; develop mechanisms for management and governance; Provide partners legal framework on the "Dos and Don'ts" in their activities; conduct common education programs in consultation and cooperation with one another, and; Provide common procedures for both internal and external monitoring and evaluation through PRA in project site visits(2007:12).

Moreover, informants of the forum during the FGD have confirmed that they have gained the following merits from the forum as; addressing problems in a more integrated, multidisciplinary and comprehensive manner; elimination of duplication, wastage of costs and efforts; creativity increased. It is said that "Two are better than one". Consultation can be a good strategy for problem solving; mutual trust among partners achieved through continuous discussion and; allow the flow of information and promotion of technology transfer among partners.

NGOs, the Regional Education Bureau and the Regional Government with the presence of all concerned sector offices have regular GO-NGO forum. This forum was established for the purpose of improving GO-NGO partnership for education sector development in the region through discussion of operational problems.

AERDC has developed a guiding manual that encompasses the roles of NGOs and Education Bureau, shared objectives to enhance education in the region and creating conducive environment for all stakeholders.

The objective of the AERDC, that is held twice a year, is to discuss problems pertaining to the provision of quality education, to share experience; and to suggest possible recommendations on problems that have encountered through project implementation. The main concerns of the forum are not only access to education but also maintaining the quality of basic education.

From the interview held with Education Bureau informants, it was learnt that NGOs select their intervention areas by their own. NGOs can make a deal with *woreda* offices for projects which cost less than 300,000 birr. From 300,000 to one million birr agreement is mandated to Zonal agencies and more than that will be dealt by the regional offices. All other negotiations regarding coordination, appraisal, monitoring and evaluation of projects as well as reporting and feed back activities, are made with the regional NGO coordinating office i.e. Food Security Coordination and Disaster Prevention Office. The Education Bureau's role is to give comments on the project documents within 10 days. Approval of projects is the right of the FSCDPO. However, the Bureau is the third signatory. It collaborates with and facilitates the work of NGOs.

In relation to NGO intervention area, respondents said that the decision is made by both line governments and NGOs. NGOs come to the region after designing their projects. Then NGOs and the coordinating office with the respective line government agencies will sign the tripartite agreement for the implementation of projects. Although the regional government has priority areas of NGO intervention, any NGO which is interested to work in the region is welcomed without any mapping for its intervention.

There fore, NGOs zonal distribution is not significantly concentrated in town and specific zones of the region. Rather, the concentration seems based on the level of social problems experienced by each zone. Fore instance, North *Shewa* 18, South *Wollo* 21, North *Gondar* 17, and North *Wollo* have 19 NGOs with 57, 51, 29, and 45 projects respectively.

The distribution of NGOs in this region seems to be and in terms of relief & rehabilitation than development activities. This is said because these zones are frequently stricken by natural disasters. On the decision of intervention area, the discussants reveal that there is a sort of negotiation in area assignment. However, the form of intervention is entirely decided by NGOs themselves.

Asked what types of incentives they were provided by the Regional Government? Respondents assured that the NGOs working in the region are not yet provided any form of incentive which other regions didn't give.

3.5.2 Benefits of GO-NGO Partnership in the Region

NGOs provide a vital link between civil society, the state, and the market. Such links can be crucial in making development activities accountable and effective. In India, for example, the programs that were undertaken by quasi-government institutions in collaboration with NGOs seemed to be more effective than the programs that were purely undertaken by government (World Bank, 2000: 141). Therefore, if self reliant, sustained and equitable development is the ultimate goal of development activities, then the most important attention should be given for effective partnership among development sectors.

The politics of GO-NGO relations, one of the basic variables affecting many development activities, is characterized by the proposition that NGOs should work with governments in cooperation without any resistance and opposition. However, it seems rare in most Ethiopian NGOs in general and in *Amhara* in particular.

According to Bratton (2002:105), selective collaboration between NGOs and the state is likely to be more productive than confrontation. Partnership between NGOs and the state in east Africa remain cold. Most African governments remain suspicious of any independent initiatives without the direct involvement of the state. Increasing NGO involvement in development has been conceived as a challenge to state hegemony and a response to state failures. This has intensified the suspicions which exist between the state and NGOs.

Most respondents of the government agencies and NGOs during the discussion underlined, that there is no doubt of partnership as a normative value that should be based on the level of cooperation, resource sharing, risk sharing, mutual trust and participatory decision making.

Development works should be planned, implemented, monitored and evaluated by partner institutions. For this purpose practically partnership is a useful way of increasing effectiveness. For the partnership to be successful, the partnership program must be mutually beneficial to partners and clients. The formation of partnership should be based on an understanding of the comparative advantage of each sector and continuous dialogue between partners. It is also necessary for the continuity of the partnership.

According to informants in the discussion, they have benefited more than they were individually working from their partnership forum (AERDC) in promoting the implementation of their projects efficiently. However, more effort is needed to strengthen the partnership.

3.5.3 Challenges of GO-NGO Partnership

Some important challenges were identified by NGOs and government informants in the GO-NGO partnerships. To the informants, GO-NGO partnerships demands high level of trust, time consuming in promoting to the

best level of partnership, the tendency to impose one's strategy, experience, opinion, etc. A challenge for achieving win-win that "I can do it best" fallacy dominates. These problems have also been observed in some NGO representatives in GO-NGO annual meetings.

In addition most representatives, both governmental and non-governmental, attach low value to the benefits of partnership and networking. According to Fenta (2007), differences in interest and approaches between members should be resolved by dialogue and discussion instead of forcing one or all to reach uniform solutions. In this process, individual actors can express concerns and negotiate actions necessary to change an undesired state of affairs, or to achieve collective benefits. It has also been discovered from the group discussions in both sector respondents that there is lack of equal level of commitment among actors.

Government agency's accusation of NGOs and vice versa on various grounds leads to hostile GO-NGO partnership. For instance, NGOs complain that government has excessive control regulatory mechanisms. Whereas government claims that NGOs complaints are unreasonable. They argue that these claims are made because NGOs wish to control and act in their own interest, which the government will not accept (Fenta, 2007).

At the regional level, there are formal GO-NGO partnership fora annual conference which including all NGOs working in the region and government agencies. Another forum, AERDC dialogue, which works in the education sector, takes place twice a year. It focuses mainly on monitoring and reporting issues than dealing with the general partnership issues in practice. However, the objective of the forum is beyond this.

Another fact revealed from the interview is that the partnership between government and NGOs often seems unequal, weak, inconsistent and unsteady and is often influenced by individuals representing sectors. One pressing

problem related to lack of effective coordination and monitoring as described by NGO discussant was the absence of appropriate regulatory body having equal representation.

NGO coordinating bodies are assigned as additional responsibilities with other main duties from federal to *woreda* level. This has created problems of multiple accountability and responsibility of coordination and monitoring of the sector on one hand and job description on the other hand.

According to respondents, channeling donor funds to NGOs through government is time consuming due to extended and bureaucratic procedures, especially for local NGOs. Respondents from NGOs also added that the government should try to eliminate external and internal factors influencing their development works. These are high turn-over among trained experts, conflicts among local government officials, capacity inadequacy of government agency experts, said informants.

Some informants also responded that, especially, in *woreda* and zonal levels, their performance has been highly influenced by government personnel. Some government officials have hostile attitude towards NGOs. This can influence the functioning partnership. Therefore, these need careful attention and struggle to correct the negative attitudes towards one another through continuous discussion. Tegegne (1994) further strengthens the issue when he says that in Ethiopia NGOs commonly have good relationships with central government agencies but are greatly resented by local authorities.

Moreover, it is observed that there is lack of inclusiveness of stakeholders, no participatory decision making procedures which a single higher government official decides and dictates "where and how to do". However, the attempts to create workable environment by the regional government for NGOs should be enhanced if the desired goals of development is to be achieved.

According to a respondent from SOS-BahirDar, the Regional Education Bureau has good partnership relation with them. However, it also shows delays in providing professional support like training, making available policies and programs related to education and delays in material support like text books and other teaching materials. This signifies the lack of one of the principles of partnership i.e. sharing of materials, knowledge through training and awareness.

There is considerable variation in the way that local governments behave towards NGOs operating within their borders. This is mainly due to the variation in government agencies attitude and awareness. Some of them have limited awareness on the use of partnership and policies regarding the roles of their government and other actors in development.

Discussants from the NGO coordinating office said that one international and two local NGOs were canceled their working licenses for repeated violation of their partnership guideline and their lack of willingness to correct their mistakes through negotiation. Respondents from the government side have also added that they were trying to resolve problems through negotiation and joint discussion before the measure has been taken. They added that there is strict monitoring and evaluation system to control if there are NGOs operating in the region without license in the region.

However, care should be taken when passing decision. It should not be hasty generalizations. Riley(2002), has described the experience of India particularly in Tamil Nadu as GO-NGO partnerships embedded in a long standing context of mistrust. It attempted to control NGOs which are considered as threatening to their own interests; from more "friendly" forms, such as subtle bribery intended to reward compliance by favored NGOs, to more dire adversarial actions such as harassing NGO workers, denouncing their activities to local police and central government agencies and threats to actual physical abuse of NGO workers and the institution.

Edwards and Hulme quoted in Ellwood (1992:13) argue that, "If you see a baby drowning, you jump in to save it; and if you see a second and a third, you do the same, soon you are so busy saving drowning babies that you never look up to see that there is some one there throwing these babies in to the river". This shows that if the cancellation continues, it is hardly possible to see potential NGOs in the Region, which may bring bad image to the Region.

Concerning the feedbacks to NGOs' reports and queries, government agencies responded that they did not give feedbacks for priority issues, limited capacity of staff, and shortage of budget and lack of logistics such as field vehicles. These problems can weaken their partnership. The feed backs to the reports of NGO, if done regularly, can reduce potential problems of project implementation and mutual cooperation in helping to achieve the desired goals of projects.

NGO respondents have also added that due to lack of capacity, skill, failure of institutional arrangements and government employees poor commitment to work with the third sector, the government may loose to ensure the sustainability of NGO projects and unable to facilitate and demand for terminal evaluation of projects. Government's inability to set modalities on the use of NGOs resources are some of the weaknesses of government agencies that pull back the partnership objectives.

In the open-ended questionnaire, government informants also listed lots of challenges observed from NGOs, such as lack of implementation capacity, violation of GO-NGO partnership guidelines, use of traditional approach (top-down) to project appraisal, NGOs tendency, specially, local NGOs to lie low and far away from government interference, the tendency to operate in an uncoordinated manner, poor development input, exaggerated administrative costs and other challenge.

Concerning mutual trust between government agencies and NGOs, DICT (2007:23) noted that, institutional sustainability depends on the functional freedom and autonomy given to NGOs to perform their tasks and maintain commitment towards their activity. Mutual distrust between them is, therefore, a deterrent in their partnership in particular and development and effective functioning in general. It can be attributed to limited communication between the two sectors, a lack of understanding of the role of NGOs on the part of the government. In addition, Fenta (2007) argues that trust is an important mechanism that holds different actors together. Goal congruency is a basic precondition for members to unite and act together. The issue of trust has to do with the degree of confidence that members have in each other with regard to achieving common goals.

Therefore, the existence of mistrust and rivalry may create a potential challenge to the development effort and stand against their role as partners of the regional government in development.

Interviewees from NGO sector complained on the low level of service provision by Education Bureau, which inhibits them from pushing their contribution forward. Some of the complaints are lack of efficient coordination and supervision of projects, extended time to import duty free fixed assets for the projects by the coordinating office and lack of timely preparation and distribution of proper teaching materials for NGOs schools.

The discussion among NGOs and government agencies underlined that information flows have remained inadequate and irregular. To a great extent, there are no practices of institutionalized and participatory mechanisms for information exchange, experience sharing and learning from each other. However, one of the basic objectives of the fora were dealing with communities, documentation of minutes and organizing experience sharing, field visits and discussion on education policy issues. The statements written in the forum's document are rarely practiced.

During the time of this research an NGO officer was reluctant to provide information and asked why information is forbidden by the NGO? His reply in the discussion was that he has been given direction from his higher NGO officials and the reason is that he may misinterpret their data. If site officers are volunteer interested to provide information, they have to select best practicing project and provide about it. A case in point, WVE site office in *BahirDar* had to secure permission from the head office in Addis Ababa to provide the necessary information for this study and said that it is not the mandate of branch offices.

Whether NGOs working in the sector have 'phasing out' strategy for the projects they ran or not, the respondent of FSCDPO NGO Coordinating Office responded that some NGOs have their own phase out strategy, however, there are many NGOs that applied for additional time for their project termination longer than the time they agreed upon in the project document, enumerating many causes for the delay of project execution. As have been discussed in the previous pages, these causes for delay are the challenges of their partnership forum.

NGO respondents, on the other hand, have pointed out in the open ended questionnaire that challenges in working with government agencies are limited capacity of staff in coordinating and providing substantial feedbacks to NGOs reports. Because of this, signatories even don't know NGO projects after signing the project agreement. Another challenge they have mentioned was the high turn over of personnel who have good work experience of NGOs.

NGO respondents underlined that there is lack of basic knowledge of the projects NGOs are implementing by the appointee officials. These officials didn't have adequate knowledge of the GO-NGO partnership importance and in some extent relies on passing directives to NGOs, especially *woreda* appointees. As a result, the attitude of these officials could create mistrust and misunderstanding. In addition, it is apparent that the scope for partnership is determined by the attitude of individuals and their institutions. They have also indicated that the focal persons of the government sector in which the NGOs

are trained by expending high cost abroad or in the country were left from that office with in a short period of service in search of better employment.

In addition, reasons that contribute to the deterioration of partnership between NGOs that involved in education sector and Education Bureau are poor construction of schools, provision of poor furniture and less quality materials such as combined desks by some NGOs.

3.5.4 Opportunities of Partnership in the Region

The NGO working environment in the *Amhara* region is better than before five or six years. The reasons for this improvement, according to the respondents, are government agencies better understanding of partnerships and recognizing NGOs as important stakeholders in development.

Megbaru(2007:40) in his thesis, argued that partnership at different levels seem to reinforce innovation and stimulate learning across organizational boundaries. In fact , it is said that partnership is a bottom-up form 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.

There could be many opportunities that can promote GO-NGO partnerships. Among them are the legal and regulatory framework, the political and governance contexts, their ability to mobilize financial material resources to attain the objectives of their organizations, their ability to formulate, articulate and convey opinion, their access to information necessary for their ability to exercise voice, engage in negotiation and gain access to resources and the existence of space and rules of engagement for negotiation and public debate. However, some of these needs yet to be fulfilled in the sectors and the region at large as has been learnt from the study.

Regarding to this point Rose (2007) has noted that integration of NGOs provision of resources in to a state-led system is possible through coordination with the state which continues to assume the overall responsibility for service delivery. This coordination system can take the policy dialogue, contracting, facilitation, registration and regulation. Each of them is inter-related.

The forum provided both partners an opportunity to share their experiences and lessons learnt and also discuss the challenges, opportunities, threats and success of their programs with each other and *woreda* and regional officials. The forum is to identify the gray areas that need to be improved.

In addition the following are opportunities of the general GO-NGO partnership in the country in general and the region in particular based on the information obtained from the key informants from Education Bureau and FSCDPO NGO Coordinating department staff through checklists as government is updating rules and legislations which govern and coordinate NGO activities; a system has been established for registration and legalization, even though bureaucratic and time consuming, of NGOs with designated official national bodies i.e. MoJ and DPPA; there is umbrella body (CRDA) which serves as a gate way for NGO registration and access to funds; existence of general and sectoral GO-NGO partnership fora for regular GO-NGO dialogue at regional level; the existence of a mechanism resolving conflicts with in the partnership forum guidelines, between government agencies and NGOs; an NGO coalition (CRDA) exists to assist NGOs in evolving common positions, collective training approaches, mechanisms for self regulation and codes of conduct. Although all NGOs are not member of CRDA, it serves its members primarily; NGOs have access to information on policy issues relevant to their work in their field of intervention.

3.5.5 The level of Partnership among Partners in the Region

Some sources argue that closer cooperation with government has contributed greatly to the success of NGO projects Sanyal(2001: 262). And other argues that close cooperation and relations with governments erodes the credibility, responsibility and independence of NGOs (Ibid 2001: 263).

Even though both divisions have their own side effects, the first extreme need to be practiced since partnership is a relationship (formal or informal) purposefully engaged into these sectors to achieve certain common objectives. It is a relationship that results from putting in to practice a set of principles that create trust and mutual accountability. It should also be based on shared vision, values, objectives, risks, benefits, control, and learning as well as joint contribution of resources.

Both respondents of NGOs and government agencies during the group discussion agreed that the general understanding towards NGOs involvement in education sector development was some what better than before. This is so because through their partnership fora government agencies and NGOs have tried to share the idea of working together for common goal. An interview made with key informants representing NGOs revealed that lack of NGOs legislation that can create conducive environment for NGO operation and engagement with the government is still a bottleneck. However, the existence of GO-NGO collaboration guideline at the region level and review of the guidelines in some sector specific GO-NGO partnership fora are an encouraging effort. Although the level of collaboration is improving from time to time, at present the partnerships guideline, in its content, reflects control and regulatory than collaborative and participatory.

Therefore, according to the data gathered and analyzed, it is clear that the level of partnership between the Education Bureau and NGOs working in the sector is complementary type (for FAO, 2003) or cooperative type Farrington & Babbington, (1993) which is at medium level.

According to NGO discussants, NGOs in the region have gained considerable experiences in working hand in hand with the community. However, networking and communication efforts among other government agencies and local civic society development actors such as women and youth associations and *Idirs* have remained far from the need. However, according to Fenta (2007:2) government has to be pro-active and undertake many activities to facilitate cooperation between multi-actors such as NGOs, CBOs, and communities so that they can act jointly and address development problems.

Asked what further steps you can suggest that NGOs should take to best contribute to the sector's development? Respondents from the coordinating office recommended that NGOs should work with full commitment, be transparent and have close relations with partners where as government agencies should also appraise contributions and coordinate effectively.

Riley (2002:105) has argued that for the purpose of making themselves credible partners in implementation of development projects, NGOs must be perceived by their potential partners as possessing some tangible attributes of capacities that are recognizable as being real and useful contribution to solve the problems at hand. Therefore, they should justify themselves as credible partners that is efficient and effective.

CHAPTER FOUR

SUMMARY AND CONCLUSION

4.1 SUMMARY

The research could be summarized as follows; the major interventions of NGOs in the region are in the areas of food security, health and water, education, capacity building, physical infrastructures and emergency operations.

The existence of GO-NGO collaboration guideline at the regional level and preparation of partnership guide line for the sector is a one step ahead in promoting their partnership. However, the contents in the partnership guidelines reflect control and regulatory than collaborative and participatory.

Both international and local NGOs and the Education Bureau recognized that the partnership they have established could contribute to sustainable development of the sector and to the improvement of peoples' lives in the region.

Most NGOs and government agencies need to be inline with the basic principles of partnership. However, some NGOs are violating the code of conduct in which they agreed upon. The measures taken by the coordinating body was canceling their working licenses. This can make their partnership relationship worse that may produce bad image to the region.

The partnership forum called AERDC is a good start in promoting sector specific collaboration with NGOs. They have gained these merits through experience sharing, discussion on education policy issues, and common understanding through discussion of operational problems that all sectors encountered.

The partnership forum (AERDC) is not without a problem. Some these problems are lack of clear understanding, differences in organizational norms and standards, lack of commitment among the partners, unequal involvement of partners, lack of appreciation of their contribution to the sector development and lack of trust.

Legal and policy environment in which the civil society is operating is still continues to be governed by the rules and regulations lay down by the 1960 code of conduct and the association registration of 1966. These were legal instruments primarily designed to regulate the work of associations rather than that of the diverse civil society and NGOs in the country. As a result, GO-NGO partnership is left much to be desired, and that the temporary government rules, procedures and regulations hampered NGOs activities as stated in the discussions with both sectors.

The challenge is also reflected in the capacity limitation of the staff of the Education Bureau in mobilizing the resources provided by the NGOs, delay or no monitoring and evaluation of projects. So there was no regular provision of feedbacks to NGOs' periodic reports about the implementation of projects.

NGOs involved in education exhibit poor construction of schools, and quality of furniture's .They have also exaggerated administrative costs. NGOs also have confronted with more misunderstanding and disagreement with zonal and *woreda* government agencies than do at regional level.

The NGO intervention has effect on their partnership like infrastructure development and provision of training can create positive and warm relationship with government agencies than advocacy on human rights and political participation of citizens.

The partnership has provided achievement of sharing their experiences through their fora. They also have got the opportunities of discussing about the challenges and benefits towards effective collaboration. It created the mechanism of conflict resolution through negotiation.

The level of partnership is complementary or cooperation type as FAO (2003) or Farrington and Babington (1993) models of leveling.

Finally, Lack of real partnership forum for trust and confidence building, understanding, and appreciation of each partner's role is a crucial step for collaborative engagement.

4.2 Conclusion

We have entered in to the third millennium with new challenges and opportunities to shape our development effort differently. The challenges we are facing today are how to provide goods and services efficiently and responsively to meet the various demands of our society. However, there are opportunities to combat the complex challenge. These include accumulated knowledge and untapped human and natural resources around us such as institutional resource, specifically the partnership that two or more institutions forge to produce synergy.

Amhara Region has deep-rooted and multifaceted socio-economic and environmental problems. To reduce poverty and improve the well being of the community, external technical, material and financial resources can play a paramount importance in complementing the developmental efforts of the regional government. This can be achieved through efficient and effective utilization of GO-NGO partnership. However, the poor and inefficient utilization of the available external resources is of a great problem.

Smooth GO-NGOs partnership and stakeholders' participation may ensure that projects in education are more efficient, effective and sustainable. Such projects remain efficient as they build on wide knowledge pool of various actors, through transparency in project formulation, implementation, monitoring and evaluation of project activities, eventually gearing towards ensuring their sustainability by empowering target beneficiaries for efficient management afterwards.

NGO regulation environment and their registration guideline is said to be restrictive with tedious and bureaucratic licensing procedures so that it is primarily the source of conflict between the two development partners of the region. However, NGO administration and management legislation is in the pipeline to be adopted by the House of Representatives. It is hoped that this document will improve the quality of NGO administration and management in the country if all the deficiencies argued by many NGOs are addressed.

Although the GO-NGO forum guideline indicated the partnership forum committee members, they don't know one another and the organizational structure of the forum committee is more complex that one can not easily understand and interpret (see the annex).

Another challenge for effective partnership is a resistance to provide information to government partners, researchers and media by most NGOs. Effective partnership strongly needs to have available information on the activity of that sector to promote or comment and experience sharing.

When we look at the specific level of GO-NGO partnership with in the Region, it is different from sector to sector and from personnel to personnel leading that sector. Polarized attitude of personalities both in the NGO sector and government can have negative role in increasing the level of misunderstandings which may lead to a total obstruction of NGO projects and programs. Therefore, it is not prudent to draw conclusion about their specific level of

partnership. Political, social and institutional and individual set up may differ among sectors with in the region, leading to different level of GO-NGO partnership.

The attitude of some NGO leaders sometimes may not lead to collaboration; however, it is necessary for government officials at all level to view NGOs positively and to be willing to collaborate with to bring about the desired partnership.

The study also discovered that some NGOs working in education sector do have too much administrative cost than project implementation cost. However, generalizations about the effectiveness and impact of NGOs are extremely dangerous. The main focus here is that this challenge could have the potential to make their partnership worse.

In light of this, NGOs need to ensure that they have the capacity to engage with the government and understand the issues of their constituencies. The government, on the other hand, needs to acknowledge the importance of working with NGOs in a strategic and sustained strategy. The major role should be to clarify the different roles, the common values, and objectives for a genuine collaboration.

Based on the priority concerns of each partner, clear definition of purposes and roles, participatory decision making, accounting and strategic influence should be used to the management and governance of partnerships.

It is also clear that there is 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.

The good beginning of GO-NGO partnership in education sector of the Region in creating partnership fora lack inclusiveness of all NGOs operating in the region, and remains with unclear decision-making mechanisms. This may hamper the establishment of effective partnership.

The roles and responsibilities stated in the working guideline and the partnership fora guides in AERDC are more of rigid and directive type than being flexible. Therefore, the partnership fora guidelines should be improved.

Government and NGOs need to enter in to positive and effective partnership aimed at improving the level of education in the region. It is important to note that NGOs are not there to replace the state rather to help the regional government in resource mobilization, skill transfer, and financial gap filling and enhance government's role towards attaining the millennium development goals in general and realizing universalisation of primary education in particular.

The regional GO-NGO partnership guideline should focus on clearly defined roles and responsibilities of government agencies from federal to *woreda* level in registration and implementation of NGOs projects. It should accept and realize the finalized civic society legislation of the country with possible corrections if it needs.

The regional government agencies should improve NGO projects coordination and monitoring activities from region to *woreda* level with capable and skilled personnel is useful. It should also assign sufficient financial and material resources for project appraisal, formulation, monitoring and evaluation and monitor them according to their roles and responsibilities. Government appointees and other focal person employees working with NGOs should deliberately work toward creating openness and trust with NGOs, and to facilitate opportunities for interaction and mutual respect. Continuous dialogue between partners should be practiced as it provides the necessary input for effective partnership.

For the partnership to be successful, their efforts should be applied in joint planning, implementing, monitoring and evaluation of activities through selective partnership of institutions. Therefore, it should be carefully forged and managed between the partner organizations. This should be based on an

understanding of the comparative advantage of each agency towards their common objectives.

Information exchange and experience sharing is needed. This can help the transfer of the attitudes towards each other and contributes to NGOs to be effective, and it also promotes the skills of project monitoring and evaluation to government agencies. Therefore, meaningful and sustained experience sharing and information exchange and consultation between regional government and NGOs working in the region is the necessary step towards effective partnership.

Instead of taking measures for violation of rules and directives of the regional GO-NGOs partnership forum modalities, it is important to fill the gaps so that partnership may continue.

There is a need to have a single government body from federal to *woreda* level in charge of specific roles and responsibilities of registration and co-ordination of NGOs with clear, brief, and transparent guideline.

A harmonious, transparent, accountable, predictable and mutually reinforcing partnership between the two partners will help a lot in bringing an observable changes in the region's socio-economic development.

Effective and cooperative government-NGO partnership in development is influenced by various factors, including the attribute of the NGOs, government agencies and the contexts shaping the partnership relationship. Hence, their partnership needs long term vision, balances of power in decision making and mutual trust.

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ANNEXES

ADDIS ABABA UNIVERSITY

SCHOOL OF GRADUATE STUDIES

INSTITUTE OF REGIONAL AND LOCAL DEVELOPMENT STUDIES

Check List for Government and NGOs Respondents

1. How do you judge your organization to NGO partnership and vice versa?
2. What can be factors to hinder healthy partnership between the two organizations?
3. What can be factors to promote healthy partnership between the two organizations?
4. What activities should be made to improve their partnership? By Government agencies? And by NGOs?
5. Would you mention a case that the partnership between the two becomes discouraging? Elaborate, if any please
6. Is there any disagreement raised during monitoring and evaluation of projects? Elaborate please.
7. Literature declared that GO-NGO relations are hostile and most NGOs are traditionally suspicious of government and vice versa. Comment on this please?
8. Some government personnel speak that most NGOs are self-serving. Would you agree or disagree on this idea? What about your reflection on it?
9. It is said that there is the lack of well-defined legislation regarding the role of NGOs in the country's development efforts. Would you comment on it please? Does this have implication on your partnership?
10. The existing regulatory frame work like registration procedure, signing of project agreement, etc. is it conducive or not in relation to partnership?
11. Have you ever come a cross any irrelevant bureaucratic obstacles in you operations? Point out generally please?
12. Some say the interim Poverty Reduction Strategic Paper (PRSP) makes no explicit reference to the role of NGOs in reducing poverty. And they added that, this means its contributions are not incorporated. Does this create any negative externality in partnership with government? Please comment on it.
13. Major strengths/limitations on the part of NGOs and GO agencies that would facilitates/hinder effective partnership
14. Positive developments as well as road backs for effective GO-NGO partnership.

ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES
INSTITUTE OF REGIONAL AND LOCAL DEVELOPMENT STUDIES

Survey Questionnaire

I. Questionnaire for Amhara Region Food Security coordination and disaster prevention Office (FSCDPO)

Objective of the study:

This questionnaire is designed for the purpose of gathering information pertinent to NGO- GO partnership in education sector development in Amhara regional state. The result of this survey will be used to describe about the two development actors, i.e. government and NGOs. You are therefore cordially requested to cooperate in providing accurate and reliable information as much as you can. The paper that will be produced, besides qualifying me in partial fulfillments of the requirements for a Masters Degree, it will also serves as academic purposes and research endeavors in development studies.

"Thank you"

Instruction: In places where multiple choices are given, encircle it and where boxes are provided please mark an "x".

- Occupation in the office:
- Date the questionnaire is filled:

1. What is/are your role/s as regards the operation of NGOs in the region?

1.
1.
3.

2. What is the general understanding towards NGOs involvement in development activities of the region?

- | | |
|----------------|--|
| 1. Appreciated | 2. Seen with suspicion, thus discouraged |
| 3. Disliked | 4. Difficult to say |

3. Who decides on the specific area in which NGOs intervene?

1. Our office 2. NGOs themselves 3. Both line governments and NGOs
4. Federal DPPA

4. Do you have NGO mapping? 1. Yes 2. No

5. Do you provide any sort of incentive to NGOs in which other regions do not give? If your answer is yes, please list them down.

1.

2.

6. Are there NGOs operating in the region without your knowledge?

1. Yes 2. No 3. I don't know

7. If your response is yes for question number 6, could you estimate their number?

.....

8. Do NGOs implement projects that are not previously agreed upon?
1. Yes 2. No

9. What governing/penalizing regulations are enforced if NGOs failed to comply with regional NGOs regulations? Please list them if there are any.

1.

2.

3.

10. Have you ever dismissed an NGO from operating in the region for failure to comply with the necessary legal procedures? If yes, please list down the names, type of NGO, sector it was involved, and year of dismissal in the last five years, that is, (2002 - 2007) in the table provided below.

No.	Name	Type of NGO		Sector it was involved	Year it was dismissed	Operational area	
		International	Indigenous			Zone	Woreda

11. Do the NGOs working in your region submit periodical implementation reports regularly? 1. Yes 2. No

12. If your answer is yes, how often?

1. Quarterly 2. Bi annually 3. Annually 4 Not at all

13. If at all NGOs submit reports, to which agency do they submit?

1. Regional 2. Zonal 3. Woreda 4. Food Security and Disaster prevention Office 5. All

14. How often feedbacks to NGO reports and queries do you provide? 1. Annually

2. Bi Annually 3. Rarely 4. Not at all

15. If your answer is "rarely" or "Not at all", why not? Rate the following in their order of importance

1. Limited number of staff.....

2. Limited capacity of staff.....

3. Limited availability of logistics such as field vehicle...

4. Limited attention given to the NGO sector.....

5. Shortage of financial resource.....

6. Others (please specify)

16. Do all NGOs undertake situation analysis (baseline survey) of their project areas before starting operations? 1. Yes 2. No

17. Are you invited in the discussion between NGOs and education bureau?

1. Yes 2. No

18. If yes, for question number 17, what are the main issues raised?

1.
2.
3.

19. Do you evaluate NGOs financed education sector projects? 1. Yes 2. No

20. If yes, how often?

21. Which parties participate in the evaluation process?

1.
2.
3.

22. Do you have impact assessment indicators when conducting evaluations?

1. Yes 2. No

23. If your answer is no, what exactly do you look at when evaluating the impact of projects? Elaborate

1.
2.
3.

24. Do all NGOs have 'phasing out' strategy for all projects they ran? 1. Yes 2. No

25. Do you have an experience of conflict between NGOs and line departments?

1. Yes 2. No

26. If your answer is yes, which NGOs with which line departments? Elaborate

1.
2.
3.

27. Do you have observed any disagreement between NGOs having projects in education sector and education bureau? 1. Yes 2. No

28. If yes, please elaborate

1.
2.
3.

29. How do you evaluate your office capacity to coordinate NGOs?

1. Very strong 2. Strong 3. Weak 4. Very weak

30. How do explain your office general partnership with NGOs?

1. Very strong 2. Strong 3. Weak 4. Very weak

31. How far is NGOs open enough and ready to make use of your technical and/or administrative supports?

1. Highly open enough 2. Open enough 3. Some what open enough 4. Not open enough

32. If they are not open enough as such, what do you think are the reasons behind? Please elaborate

1.
2.3.

33. In the course of your working experience with NGOs, name the first five (5) NGOs that you found are best in establishing the described partnership with education bureau and your office as well.

No	Name of NGOs

34. In the course of your partnership with NGOs how on average do you rate NGOs

Operating in your sector involvement with respect to the following variables?

No.	Variable	V. Good	Good	Satisfactory	Poor
		05	04	03	02
34.1	Transparency				
34.2	Accountability				
34.3	Openness				
34.4	Integrity				
34.5	Adherence to the general code of conduct and ethics				
34.6	Respect to NGO - GO partnership relation guideline				
34.7	Extent of bottom - top planning and implementation approach				
34.8	Quality of project planning (need-based formulation of project documents)				
34.9	Capacity in project implementation				
34.10	Quality of staff (credential and professional)				
34.11	Quality of service delivery				
34.12	Level of broader constituency building				
34.13	Contribution of NGOs to the development endeavors of the country				

35. If your evaluation is found to be less or equal to "Good", what further steps you suggest should NGOs take to best contribute to the sectors development in particular and the region in general?

- 1.....
- 2.....
- 3.....

36. Any general or specific information you need to supplement, please?

- 1.....
- 2.....
- 3.....

ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES
INSTITUTE OF REGIONAL AND LOCAL DEVELOPMENT STUDIES
SURVEY QUESTIONNAIRE

II. QUESTIONNAIRE FOR EDUCATION BUREAU OF ANRS

Objective of the Study

This questionnaire is designed for the purpose of gathering information pertinent to NGOs-GO partnership in education sector development of Amhara region. The result of this survey will be used to make description about the partnership between the two development sectors. You are there fore, cordially requested to cooperate in providing accurate and reliable information as much as you can. The paper that will be produced, besides qualifying me in partial fulfillment of the requirements for a Masters Degree, it will also serves as academic purposes and research endeavors in development studies.

“Thank you”

Instructions: In places where multiple choices are given, encircle it and where boxes are provided please mark an "X".

- Occupation in the office: _____
- Date the questionnaire is filled: _____

I. General

1. What are the interventions NGOs are engaged in your bureau as building schools, feeding program, resource supply, training, etc or all please elaborate?

1. _____
2. _____
3. _____

2. What are the basic requirements expected from any NGO to start operation in your sector? Please indicate them item-by-item, if there are any legal procedures that NGOs should fulfill at your level.

1. _____

2. _____

3. _____

3. In what particular areas do you serve them to start their operations in your sector? _____

4. How long does it take before NGOs formally start their operations? Please specify from _____ to _____, in weeks/ months

5. The general understanding towards NGOs involvement in your sector development of the region is.

1. Appreciated 2. Seen with suspicion, thus discouraged

3. Disliked

6. Who decides on the specific area/ Woreda in which NGOs intervene?]

1. _____

2. _____

7. Do you have NGO mapping? 1. Yes 2. No

8. If your answer to question No. 7 is yes, what is the base for mapping?

1. _____

2. _____

9. Do you provide any sort of incentive (technical, advisory, facilitation, etc) to NGOs? 1. Yes 2. No

10. If your answer of question number 9 is yes, please list them down

1. _____

2. _____

3. _____

11. Are there NGOs operating in your sector without your knowledge? 1. Yes 2. No

12. If your answer for question No. 11 is yes, How many, please estimate their quantity? _____

13. Do NGOs implement project activities that are not previously agreed upon? 1. Yes 2. No

14. What governing /penalizing regulations are in place at sector implementing agencies level, if NGOs fail to comply with regional NGO regulations? Please list them down if there are any.

1. _____

2. _____

3. _____

II. Partnership in project appraisal, monitoring and evaluation

1. Which parties participate in project appraisal? Please list down their names.

1. _____

2. _____

3. _____

2. Do the NGOs submit reports regularly? 1. Yes 2. No

3. If your answer is yes, for the above questions how often?

1. Quarterly 2. Bi-annually 3. Annually 4. Not at all

4. On how many components (financial, number of beneficiaries, accomplishment, challenges, etc) NGOs are expected to deliver reports?

1. _____

2. _____

3. _____

5. Do you provide feedbacks to NGOs reports and queries?

1. Yes 2. No

6. If your answer is no, why not? Rate the following in their order of importance.

- 1 limited capacity of staff _____ ☐
2 limited availability of logistics such as field vehicles _____ ☐
3 limited attention given to the NGOs sector _____ ☐
4 Shortage of financial resources _____ ☐
5 Other (specify) _____ ☐

7. Are there any participatory discussions on feedbacks, If yes, how is this made possible between the two sectors if:

- 1 Agreement (in which issues) _____

- 2 Disagreement (in which issues) _____

8. Do all NGOs working in your sector undertake situation analysis (baseline survey) of their project areas before starting operations?

1. Yes 2. No

9. Do you evaluate NGO financed projects? 1. Yes 2. No

10. If yes, for question number 9 what responses you have confronted on the side of NGOs?

1. _____
2. _____

11. And if yes to question 9 also, how often?

1. Quarterly 2. Bi- annually 3. Annually 4. Not at all

12. Which parties participate in evaluation process? Please specify.

13. Do you have impact assessment indicators when conducting evaluations?

1. Yes

2. No

14. If your answer is no, what exactly do you look at when evaluating the impacts of project activities on the target beneficiaries? Elaborate please.

1. _____

2. _____

3. _____

15. Do all NGOs working in your sector have 'phasing out' strategy for all projects they ran? 1. yes 2. no

16. What challenges do you have come across in working with NGOs? Please elaborate if any.

1. _____

2. _____

3. _____

17. What opportunities do you have come across in partnership with NGOs? Please elaborate, if any:

1. _____

2. _____

3. _____

18. In the course of your partnership with NGOs how on average do you rate NGOs operating in your sector involvement with respect to the following variables?

No	Variables	Very good	Good	Satisfactory	Poor
		05	04	03	02
18.1	Transparency				
18.2	Accountability				
18.3	Openness				
18.4	Integrity				
18.5	Adherence to the general NGO code of conduct and ethics				
18.6	Respect to NGO-GO partnership guide line				
18.7	Extent of bottom-up planning and implementation approach				
18.8	Quality of project planning (need-based formulation of viable project documents)				
18.9	Quality of staff (credential and professional)				
18.10	Quality of service delivery				
18.11	Level of broader constituency building				

19. How do you rate the overall contribution of these factors of NGO merits to NGO-GO partnership in sectoral development of the region?

1. Very significant

3. Negligible

2. Significant

4. Very negligible

20. If your evaluation is found to be less or equal to "Good", what further steps you suggest should NGOs take to best contribute for your sector development and NGO-GO partnership for development of the region in general.

1. _____

2. _____

3. _____

21. Any general or specific information you need to supplement, please?

1. _____

2. _____

3. _____

ADDIS ABABA UNIVERSITY
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SURVEY QUESTIONNAIRE

III. QUESTIONNAIRE FOR NGOS

Objective of the Study

This questionnaire is designed for the purpose of gathering information pertinent to NGOs-GO partnership in education sector development of Amhara region. The result of this survey will be used to make description about the partnership between the two development sectors. You are there fore, cordially requested to cooperate in providing accurate and reliable information as much as you can. The paper that will be produced, besides qualifying me in partial fulfillment of the requirements for a Masters Degree, it will also serve^{as} academic purposes and research endeavors in development studies.

"Thank you"

Instructions: In places where multiple choices are given, encircle it and where boxes are provided please mark an "X"

I. Identification particulars:

1.1 Name of the organization _____

1.2 Date questionnaire is filled _____

II. General

1. To which one of the following do your NGOs belong?

- | | |
|-------------------------------|--------------------------|
| 1. Indigenous church based | 3. Indigenous secular |
| 2. International church based | 4. International secular |

2. The NGO operates in which one of the following areas?

- | | | |
|----------|----------|---------|
| 1. Rural | 2. Urban | 3. Both |
|----------|----------|---------|

3. How long is it since you started operation in this region?

_____ Years.

4. How many projects are you currently operating in education sector in this region?

No	Name of the project	Budget (birr)	Year started	Year it Terminates	Remark
1					
2					
3					

5. In this region which zone (s) does this NGO operate? Write names of zones and woredas, please.

1. _____

2. _____

3. _____

4. _____

6. A part from this region, where else does your NGO operate in Ethiopia? List the name of the region, if there are any

No	Region	No	Region
1			
2			
3			
4			
5			

III. Partnership with government agencies

1. How did you get the NGOs working environment in Amhara region?

1. Very good 2. Good 3. Satisfactory 4. Frustrating

2. If your evaluation for the above questions is "frustrating" what do you think has made the situation problematic?

1. _____

2. _____

3. _____

3. What particular support have you got from co-signatory government agencies i.e. Food security office and education offices, that you think is really very helpful for your project implementation?

1. _____

2. _____

3. _____

4. Do the government agencies involve you in formulation of policy issues?

1. Yes 2. No

5. If your answer is yes, your involvement is _____ ?

1. Full participatory 3. Simple observation

2. Partial participation 4. It depends on the situation of issues.

6. How do you judge your partnership with government agencies in education sector?

1. Generally positive 2. Generally negative

3. Mixed partnership (both positive-and negative)

7. How do you perceive government agencies cooperation with NGOs?

1. Government agencies are primarily cooperative

2. Government agencies are primarily interfering

3. Government agencies are both cooperative and interfering

4. Government agencies have no effect on NGOs work

8. What is your perception of the time required to process registration, license renewal, processing of permit for expatriate workers and the like? You can circle more than one alternative, if needed.

1. Normal and acceptable

2. Lengthy and bureaucratic

3. Lengthy and time taking

4. Rent seeking mentality

9. How do you compare your working environment with regional government agencies and with that of the national level? Particularly Amhara region is: _____

1. Much better

2. Better

3. Difficult

4. Very difficult

10. If your evaluation for the above question is ~~3~~ or ~~4~~, what do you think are the underlying reasons? Elaborate please,

1. _____

2. _____

3. _____

11. As an indigenous NGO, (if you are one of them) what particular problem(s) do you have in your partnership with regional government agencies? Please list them down in their order of importance.

1. _____

2. _____

3. _____

12. As an International NGO (if you are one of them) what particular problem(s) do you have in your partnership with regional government agencies? Please list them down in their order of importance.

1. _____

2. _____

3. _____

13. How do you characterize government employees' attitude towards NGO workers like you and its operation?

1. Very good

3. Not good

2. Some what good

4. I don't know

14. From the perspectives of NGOs, what do you think are the advantages and disadvantages of working with government agencies (in education sector)?

Advantages: _____

Disadvantages: _____

15. How do you evaluate both the regional government agencies (food security office as coordinating body and education sector) institutional capacity to coordinate, monitor, evaluate and provide feedbacks to your reports and queries?

1. Very strong

2. Strong

3. Weak

4. Very weak

16. If the result of your evaluation for the above concept is 'weak' or 'very weak' what do you think are the major limitation? Rate the following variables in their order of importance.

1. Limited capacity of staff _____ ☐

2. Limited logistics such as field vehicles _____ ☐

3. Biased personnel attention towards NGOs and their operations ☐

4. Limited financial resources _____ ☐

5. Others (please specify) _____ ☐

17. In the course of your partnership with government agencies, how on average, do you rate both government agencies with respect to the following variables?

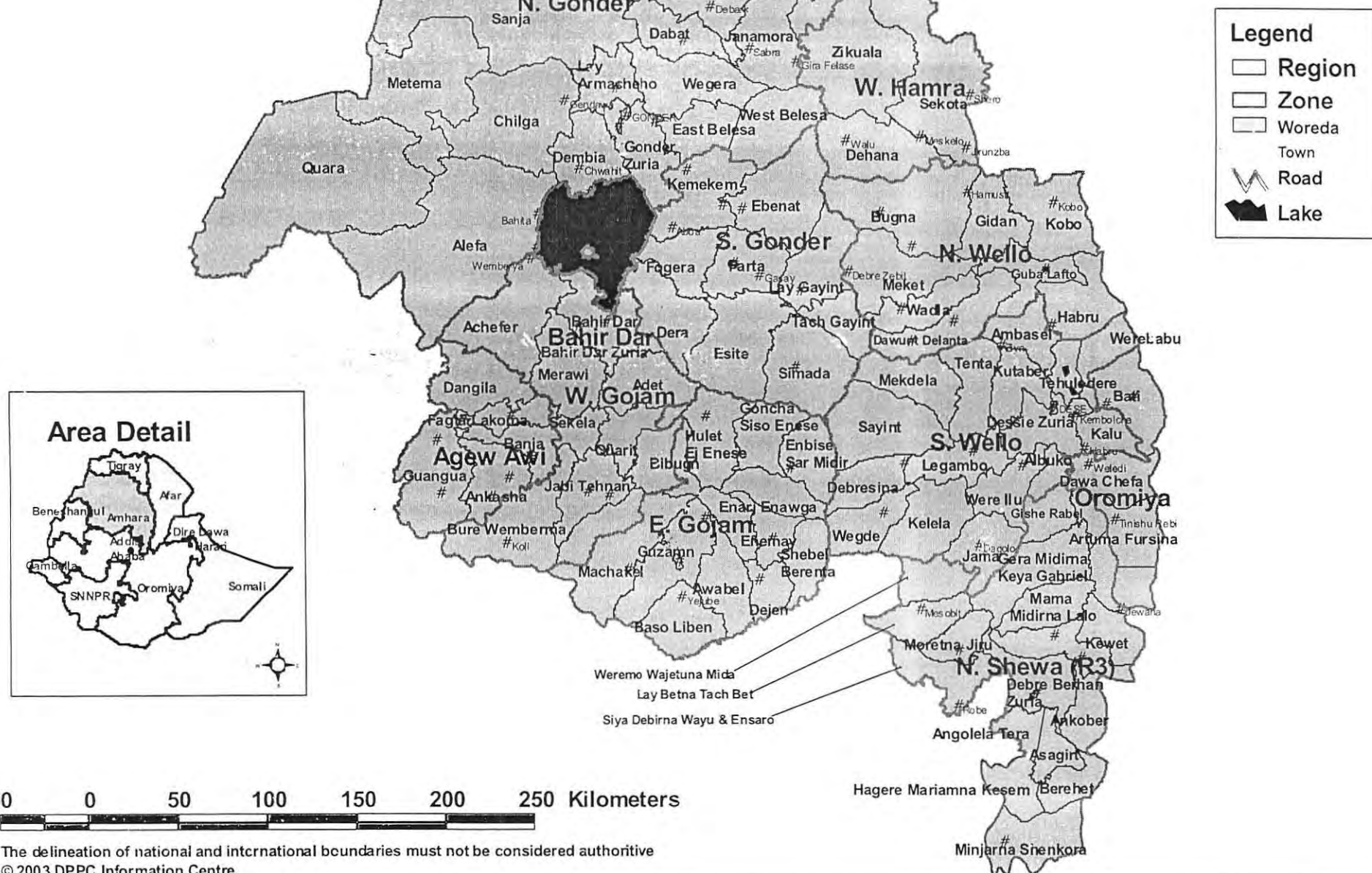
No	Variables	Very good	Good	Satisfactory	Poor
		05	04	03	02
17.1	Transparency				
17.2	Accountability				
17.3	Openness				
17.4	Integrity				
17.5	Respect to the GO-NGO partnership relationship				
17.6	Capacity in project/ program coordination, monitoring and evaluation				
17.7	Quality of the staff (credential and professional)				
17.8	Quality of service delivery				
17.9	Level of broader constituency building				

18. Any general or specific information you need to supplement, please?

1. _____
2. _____
3. _____

Annex-2

Amhara Region Administrative Boundaries



Annex-3

The Main Types of NGO

1. **Relief and welfare Agencies (RWAs).** Such as catholic relief services, various missionary societies, and so on.
2. **Technical innovation organizations (TIOs).** NGOs which operate their own projects to pioneer new or improved approaches to problems, and which tend to remain specialized in their chosen field. E.g. the British intermediate technology development group.
3. **Public service contractors (PSCs).** NGOs which are mostly funded by Northern governments and which work closely with southern governments and official aid agencies. These NGOs are contracted to implement components of official programs because it is felt that their size and flexibility would help them perform the task more effectively than government departments e.g. CARE.
4. **Popular development Agencies (PDAs).** Northern NGOs and their southern intermediary counterparts which concentrate on self help, social development, and grass roots democracy. E.g. OXFAM.
5. **Grassroots development organizations (GDOs).** Locally based southern NGOs whose members are the poor and oppressed, and which attempt to shape a popular development processes. They often receive support from PDAs, though many receive no external funding at all e.g. rural workers' unions of Brazil.
6. **Advocacy Groups and Net works (AGNs).** Organizations which have no field projects but which exist primarily for education and lobbying e.g. The freedom from departmental coalition in the Philippines, the 3rd world Network based in penang, environmental pressure groups in the North and the South, and health action international.

Source: Clark J. (1991) in Turner. M. and Hulme D.(1997). Governance, Administration and development making the state work.

Annex-4

Members of the ANRS regional GO-NGO partnership Committee

1. The regions DPPA/FSCDPO head chair person
2. Rural development bureau head..... Member
3. Health bureau head..... Member
4. Education bureau head..... Member
5. Water and energy bureau head..... Member
6. Social affairs bureau headMember
7. SAERAR bureau head..... Member
8. Cooperatives bureau head..... Member
9. Finance and economic development bureau head... Member
10. Trade and industry development bureau headMember
11. Women's affairs office bureau head..... Member
12. NGOS/3 local and 4 international/ bureau head..... Member
13. NGO coordination dept head member and secretary
14. Others, as needed can be members of a forum.

In Zones and *woredas* the above representatives departments and offices heads respectively from the respective are members of partnership forums. The difference from the above is that the chair persons are zonal deputy administrator and the *woredas* administrators (1993: 80-84).

The regional and Zonal partnership forum members should meet 4 time a year where as the *woreda* form members should meet once a month as it is stated in the collaboration forum guideline(1993:80-84).

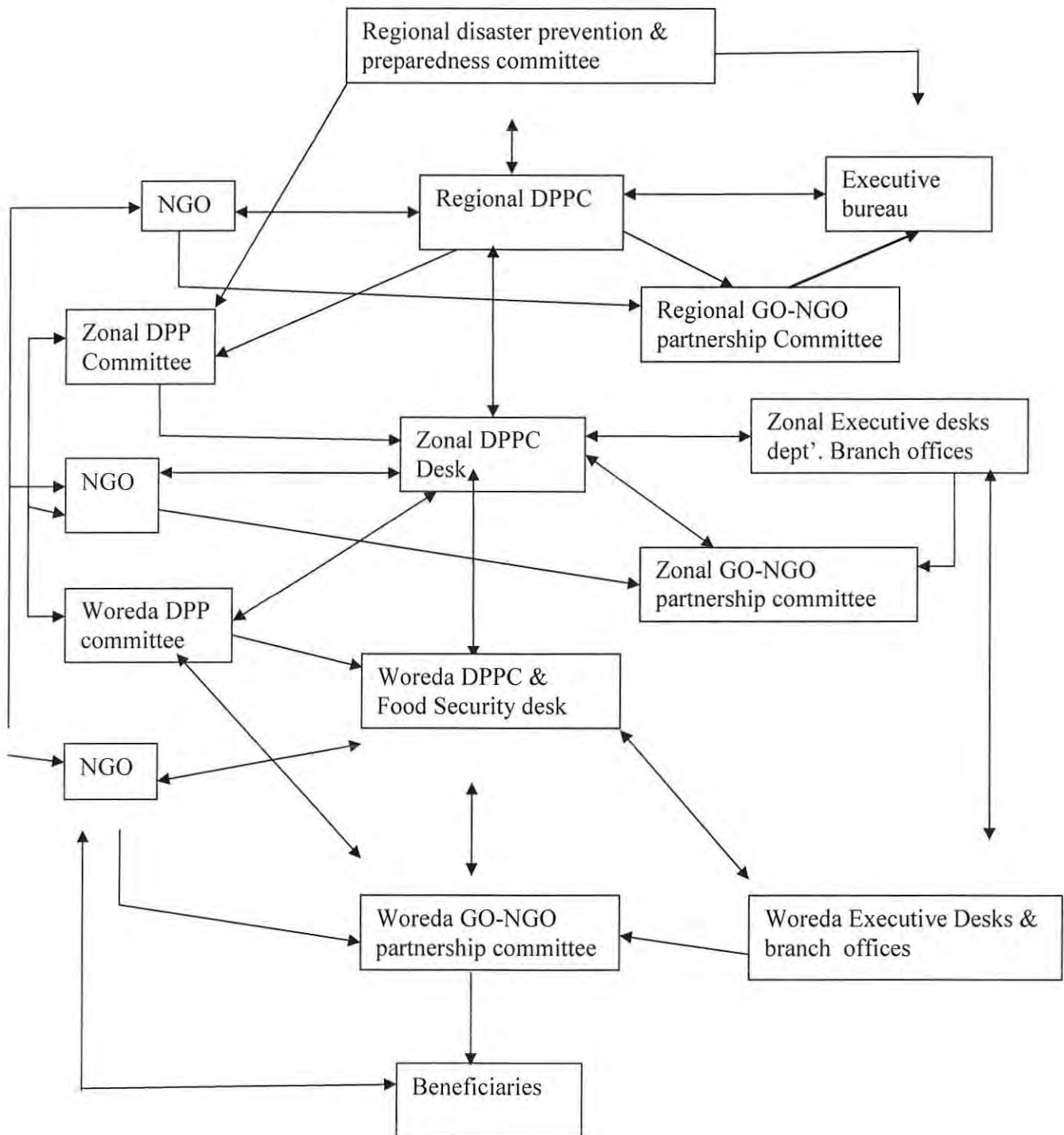
Annex-5

Three generations of NGO development program strategies

	Generation		
	First	Second	Third
Defining features	Relief and Welfare	Small-scale, self-reliant Local development	Sustainable Systems Development
Problem Identification	Shortage of Goods and Services	Local inertia	Institutional Policy Constraints
Time frame	Immediate	Project Life	Indefinite long-term
Spatial scope	Individual or Family	Neighborhood or Village	Region or Nation
Chief Actors	NGOs	NGOs+Beneficiary organizations	All public and private institutions that define the relevant systems
Development education	Logistics Management	Project Management	Strategic Management

Source: D. C. Korten, in World Development vol.15, supplement, 1987 in an article entitled “third generation NGO strategies: A key to people-centered development.”

Annex-6



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 source of materials used for the thesis have been dully acknowledged.

Name Ayalew Abera

Signature 

Date 29/07/2008