

Information Package On NGO Contributions

*Christian Relief and Development Association
and
Disaster Prevention and Preparedness Commission*

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EXECUTIVE SUMMARY

Background

Non-governmental organizations have a long history of service to the people of Ethiopia. Their involvement in the economic and social life of the country began in early 20th century. Their forceful involvement in the development efforts of the country, however, starts with the drought-induced famine of 1973/74. Initially their operations focused on relief that saved millions of lives. Since then they have become a permanent feature in the country's development process. The recurrence of the 1984/85 drought gave a further boost to the growth of NGO operations. As the NGOs were increasingly pulled into the development front, their role and areas of intervention changed. The growth of NGOs in Ethiopia has been robust over the last two to three decades. The number of NGOs, especially indigenous NGOs has been rising. The number doubled in the last five years or so. About 500 NGOs operate development programs across the country today. Their capacity to play a discernible role in the country's development agenda has been steadily growing.

Yet, NGOs are considered 'gap fillers', in some quarters in Ethiopia. Control and bureaucratic requirements characterize the environment in which NGO's operate. Largely because of this, the NGO sector remains very small compared to other countries in Africa. Recognition of NGO contribution to the development process in the country is obscured by the unyielding poverty in the country and the paucity of quantitative data on NGO contributions.

CRDA and DPPC recognize the need to fully document the contributions of the NGO community but understand that this is not an easy task. It needs to build on continually over time. They strongly believe that such information would benefit major organizations involved in the development process. Information Package would be of use to NGOs, Faith-based organizations, government, donors, communities and beneficiaries.

Data Collection

CRDA in close association with DPPC initiated the task to develop an information package in May 2002 and commissioned DSA to perform the task. Data collection formats were designed by DSA and submitted to DPPC which suggested certain modifications. The modified forms were dispatched to six selected regions: Addis Ababa, Amhara, Oromiya, SNNPR, Somali and Tigray which account for over 90% of NGO programs

in the country. The data collection took considerably longer time than anticipated in all of the six regions. Poor communication between the study team and the regional group, the drought and its effects, the restructuring and regrouping of regional organizational set up were some of the causes for the delay.

Data entry and outputs

Data is entered by region, sector (intervention areas) and by NGO. Data is entered using the ACCESS Software. The data base contents are:

- Physical outputs (Results) by sector, NGO and by region (1997 – 2001).
- The number of beneficiaries programs reached by sector, NGO and region (1997 – 2001).
- Employment (excluding food-for-work or cash-for-work) of the NGO programs in 2002.
- Expenditures (including administrative costs for 1997 – 2001 by sector, NGO and region).

Limitations

Data received have problems which might lead to under/over estimation of the contributions of one sector or other. There have been quantity/quality-related problems too. Beneficiary number and employment have not been gender segregated for Oromiya and SNNPR. Even though there is room to improve the data, considerable number of facts and figures have been collected and would shed new light on NGO contribution in the national development effort to reduce poverty.

The information package on NGO contributions contains data on four parameters: quantifiable outputs/results, number of persons who benefited from NGO supported projects, employment the NGO sector provided and the amount of money expended in the programs in the period 1997 – 2001 in six of the eleven regions of the country.

NGO Contributions – Outputs

The major achievements or outputs of NGOs in the period: 1997 – 2001 are in the areas of food security, health and water, education, capacity building, physical infrastructures and emergency operations.

Some 360 projects were implemented by 271 NGOs (188 local and 83 international) during the period. The major outputs by type of NGO in the six selected regions are presented in Table 1 in the main report.

Beneficiaries Reached

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

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

Based on the aggregate data (five years, six regions, the percentage share of the sectors in terms of outreach looks like the following:

▪ Health and Water	51%
▪ Food Security	17%
▪ Physical Infrastructure	15%
▪ Education	11%
▪ Capacity building	5%
▪ HIV/AIDS	1%

The aggregate data show the following gender dimension by sector:

	Male	Female
▪ Food Security	75%	25%
▪ Health & Water	65%	35%
▪ HIV/AIDS	58%	42%
▪ Education	73%	27%
▪ Capacity Building	77%	23%
▪ Physical Infrastructures	66%	34%

The number of reported direct beneficiaries of NGO projects for the study period and selected regions by sector and gender is presented in Table 2 and by NGO in Table 3 in the main report.

Employment

As at December 2002, NGOs operating in the selected six regions, had a total of 9,803 employees (64% male and 36% female). The disaggregation by gender does not include SNNPR.

Regional distribution of NGO staff is as follows:

- Addis Ababa 41% (48% Female)
- Amhara 27% (26% Female)
- SNNPR 17% (N.A)
- Tigray 12% (20% Female)
- Somali 3% (18% Female)

Nearly 98.5% of the NGO employees were Ethiopians. About 11% of the NGO staff hold management positions with executive roles, 39% provide technical services and 50% are support giving staff. Local NGOs account for 77% of the NGO workforce (7551 employees of whom 36% are female).

Expenditures

During the period 1997 - 2001, NGOs that implemented programs in the six regions made financial outlay of some Birr 3.53 billion of which Birr 3.18 billion or 90% was on development programs and 10% on relief and rehabilitation operations. Expenditures by sector and by region during the study period is shown on Table 5 in the main report. Expenditures by type of NGO are presented on Table 12 and 13 in the main report.

Conclusion

This report on NGO contribution to development is not an analytical document, but an Information Package. The collective contribution of the NGO sector to development and also to emergency management is poorly recorded and assessed. A database is yet to be created. This exercise seems to be a starter which did not attempt to assess the impacts of the NGO contributions, especially that of means of production supplied, capacity enhanced at the individual and organizational level, to the resource poor and vulnerable households in the rural and urban locations across the country.

I. INTRODUCTION

1.1. Background and Rationale

Non-governmental organizations can pride themselves in their long history of services to the people of Ethiopia. Their history dates back to the advent of the start of modernization of the country in the early 20th century. It was during this period that the European missionaries began to participate in the tasks of transforming the economic and social life of the country. Although their primary preoccupation remained spiritual, they took pioneering steps in expanding education and health services. Some were instrumental in establishing modern farms, irrigation schemes, flour mills, printing presses, and even electricity supply. True, their activities were limited but the efforts they made to positively influence the development of the country should not escape recognition.

It was, however, following the outbreak of the drought and its attendant famine of 1973/74 that the NGO's emerged as palpable participants in the development efforts of the country. Initially their emphasis was on relief operations in which their achievements in saving millions of lives have been widely acknowledged. Since then NGOs have become a permanent feature in the development process of the country. The recurrence of the 1984/85 drought gave a further boost to the growth of NGO operations both in number and scale, especially their involvement in emergency operations.

With the increasing involvement of NGOs in the development of the country, their role and areas of interventions also changed from time to time. Thus, NGOs were increasingly being pulled into the development front. This change in emphasis was influenced by national as well as international factors. Internally the need to address the root causes of poverty was becoming increasingly apparent. The international renewed resolve to do away with poverty in the shortest possible span of time was also an important consideration.

In addition, the shift in the paradigm of development and the consequent emphasis on democratization, empowerment, transparency, human development, etc., have also contributed to the widening and broadening of the role of NGOs in development. The NGO sector has reputation for its advocacy for the rights of the marginalized and the poor in particular. There are indeed indications that the growth of the NGO sector in Ethiopia has been robust over the last two to three decades. One such indication is the fact that the number of NGO' s, especially indigenous NGO' s, has been rising. In 1998, there were 240 national and

international NGO's officially registered with the government. The number doubled in the last five years or so, and today an estimated number of 500 NGO's operate development programs across the country. Further, the capacity of these NGO's to play a discernible role towards addressing the complex development agenda of the country has been steadily growing. Moreover, there are observations indicating that there has been notable progress in the ability of the local NGO's to strategically target and design activities, deliver critically needed services and provide accountability on programming and expenditure of funds (Clark, 2000).

Yet, NGO's in Ethiopia are considered 'gap fillers' with pronounced interest in self-perpetuation rather than being seriously committed to development. Excessive regulation and bureaucratic requirements that consume a lot of NGO resources seem to characterize the environment in which the sector operates.

Largely because of this, the sector remains very small compared to countries elsewhere in Africa. Two factors, among others, seem to account for the lack of public and government appreciation for the contribution of the NGO sector to the development process in the country. The first is the unyielding poverty in the country. It is common understanding that poverty in Ethiopia is increasing both in absolute and relative terms. There is considerable tendency, especially in the public sector, of giving the NGO sector more than its share of accountability to the increasing poverty. The second is the paucity of quantitative data on NGO contributions including the impacts of these on the lives of the people, especially the target groups.

The latter prompted DPPC and CRDA to commission a study to build on the database on NGO achievements.

CRDA and DPPC understand that it is not an easy task to fully document the contributions of the NGO community. They believe that it is a process that needs to build on continually over time, and the information package to evolve from the study is only a beginning.

Further, they strongly believe that such an information package would benefit the major organizations involved in the sector. A few of such benefits are listed below with the intent of generating interest for more documentation on NGO roles in development: achievements, effects, impacts and sustainability of the benefits. Some of the anticipated ways the information package would be of use to various actors in the sector are mentioned below.

Benefits for NGO's and Faith-based Organizations:

- Could assist them to be more effective and obtain better results in their initiatives relating to advocacy and lobbying
- Could help them to engender easier and more productive networking within the sector itself and with other partners
- Could be instrumental to widen participation at the national, regional, local and community levels.
- Could serve as a foundation to build on experiences gained and lessons learned to date

Benefits for CRDA:

- Would help the Association to serve the members more effectively in areas such as advocacy, representation, lobbying and networking
- Would help to mobilize more resources for the support of its members from international and domestic sources
- Could contribute considerably to strengthen CRDA organizationally
- Could enable CRDA to represent and serve its members in a more informed manner

Benefits for Government:

- Could facilitate to build a stronger rapprochement with the NGO sector
- Could assist to increase knowledge on experience and awareness about the NGO sector
- Could serve as a tool to carry on a more productive monitoring and evaluation of the programs of NGOs and faith-based organizations
- Could reduce the image government has toward NGO, especially the tendency of labeling NGOs as “gap fillers”.

Benefits for Donors:

- Could help them to better monitor and evaluate projects and programs they support
- Could assist them to generate more resources from their traditional sources, and might help to find new funding sources

Benefits for Communities and Beneficiaries:

- Could help to expand poverty reduction programs
- Could increase the number of needy beneficiaries

1.2. Methodology

Data Collection and Collation

CRDA in close association with the Disaster Prevention and Preparedness (DPPC) initiated the study in May 2002. It was to be completed in December 2002. The study was to be based on data to be obtained primarily from the DPPC data bases. CRDA was also considered an important data source for the study. In July 2002 the Executive Director and two members of the study team had a meeting with the DPPC Commissioner, Deputy Commissioner and other senior management staff. CRDA Executive Director explained the relevance and significance of having quantitative information on NGO contributions to development. He underscored the fact that it might be difficult to be exhaustive or complete. But a start has to be made with a clear intent to build on it in the future. He further said that he thought there are enough raw data with the DPPC and CRDA to prepare the information package (IP). He articulated that the IP does not have to cover the years the NGO's have been in development business. For our initial purpose it could cover the years for which there are relatively more complete data. It could, for example, cover the last three to five years, or any other period of time for which the available data would allow to produce a credible and informative document. The Executive Director stressed that DPPC and CRDA would assume the principal ownership of the process as well as the information package to evolve from the process.

The DPPC officials welcomed the initiative and expressed interest to be collaborative with the caveat that no information from the exercise would be made public without their prior vetting. A misuse of information/data provided in good faith is not uncommon (the Food Aid part of the ex Grain Market Research Project was cited as an example). The CRDA Executive Director appreciated the officials' concern and assured them that as owners no result of this work would be released without DPPC's prior knowledge. The meeting was concluded with an instruction to members of the study team to disclose to DPPC what data they wanted to have, and in what format the team would like to have it.

Subsequently, the team designed data accessing formats and submitted them to DPPC in August 2002. In the following month, DPPC informed the team that it has only planning data that demonstrate commitment and not actual data on achievements or outputs. Even then, the planning data might not reflect the true situation. For example, a project DPPC has data for could have had an extension with the same or new interventions (another phase of the project) and yet not reported to the Commission. DPPC suggested that the best approach would be to send

the forms the team has prepared to the regions. DPPC would use its good office and contact it has with the regional Disaster Prevention and Preparedness Offices (DPPO) to facilitate the process. The team through CRDA agreed to the suggestion, and the forms were finally dispatched to the regions on October 12, 2002 suggesting October 31 to be the deadline for getting response. The forms (Annex 1) required data on outputs/results, number of beneficiaries, employment and expenditures (investment) for the period 1997 – 2001. The data were to be disaggregated by gender wherever possible.

By the end of the year it was evident that the official (through DPPC & CRDA) and personal contacts made to the regions to obtain the data would not work. The main reasons provided for the procrastination were busy schedule of the limited staff at the DPPO's and expanding emergency operations in most of the regions due to drought. It was necessary to look for other options or to give up. CRDA was of the impression that the first stage of the information package should be based on the commitment data available at the DPPC. In this regard new contacts were made between DPPC and CRDA on the one hand and between DPPC and the study team at the technical level on the other. The results were not successful. As a result the study stalled for quite a while. In February 2003, the study team leader was in Bahir Dar and he broached the subject with few individuals close to the Bureau of Agriculture and DPPO. They assured him that the required data (some already done) could be obtained given fund was available for skilled persons to collect and collate data from reports and active/inactive files. Given the resource, they promised that they would see to it that the needed data would be availed in the forms prepared for the purpose. They thought the job would take three months or even more depending on the number and manner of accessing the relevant files. Similar contacts were made with appropriate persons in Tigray, SNNPR, and Somali. Responses obtained from these sources were similar. That is, it could be done but it would require additional personnel and budget.

Based on this information, a new time frame to complete the study and the amount of incremental budget were estimated. It was hoped that the work would be finished in four months (end of August 2003) including data entry, processing and report writing. The additional budget was estimated at Birr 50,000, mostly based on prices the contacted regions quoted. The time and budget was based on work to be done in six regions: Addis Ababa, Amhara, Oromiya, SNNPR, Somali and Tigray. These regions reportedly account for over 90% of NGO programs in the country. This meant that the rest of the regions would be excluded, and so doing may not have a significant implication for the study's main output, the Information Package. The new strategy/method was presented to CRDA for consideration and decision. The team was given

the signal to proceed by the CRDA sometime in third quarter of March 2003.

The data collection and collation took considerably longer time than expected in all of the regions. Poor communication between the team and the regional group, the drought and its effects (in all the six regions), restructuring and regrouping of regional organizational structures (Addis Ababa in particular) were some of the causes for the delay. The team received the raw data from the regions at different times, as follows:

▪ Amhara	May	2003
▪ Tigray	May	2003
▪ SNNPR	June	2003
▪ Oromiya	July	2003
▪ Somali	September	2003
▪ Addis Ababa	September	2003

Data Entry and Outputs

Data is entered by region, sector (intervention areas), and by NGO (individual and cluster).

Data is entered using the ACCESS software. The database contents are:

- Physical outputs (Results) by sector, NGO and by region (1997-2001)
- The number of beneficiaries the programs reached by sector, NGO and region (1997-2001) (Oromiya not complete)
- Employment (excluding food-for-work or cash-for-work) of the NGO programs in 2002 (Oromiya and SNNPR not complete)
- Expenditures (including administrative costs) for 1997-2001 by sector, NGO and region

Limitations

There are observations that the data received have problems here and there. The limitations evolve mainly from the diversity of activities. This led to making the grouping of activities under a theme a bit judgmental. This might result in underestimation or over-estimation the contributions of one sector or the other. There have been quality-related problems too. For example, reporting outputs in units that could not possibly be correct like recording areas biologically treated or conserved in km, roads constructed or rehabilitated in number, seedlings produced in Birr, or beneficiaries reached in a metric unit. It is assumed that most of such problems (very few cases) are not inherent in the data but are

due to human factor (wrong entry, misreading while typing, etc.) and corrections were made with consultation with the source in most cases. The attempt to fill in the gaps through electronic or phone consultation was not always successful. There have also been quantity-related problems. There were activities for which no outputs/results were reported. The incidence was particularly significant in the case of Oromiya and SNNPR. There were gaps for Tigray, Somali and Addis Ababa but the problem was much less significant compared to Oromiya or SNNPR. In the case of Amhara, the problem was ignorable. It should be noted that the problem was much less with data on expenditures (is nearly complete for all regions).

Beneficiary number has not been gender desegregated for Oromiya and SNNPR. It was the same thing with employment in these regions. It is the impression of the study team that the physical outputs during the period are under-reported and the actual contribution could be higher. The team would also wish to go on record that caution need to be exercised in the use of the data, especially the outputs. Although it is believed that there is room to improve the data, the report contains a considerable number of facts and figures that would shed new light on the role of NGO's in the national development effort to reduce poverty.

This information package on NGO contributions contains data on four parameters: Quantifiable outputs/results, number of persons who benefited from the NGO-assisted projects, employment the NGO sector provided¹, and the amount of money expended in the programs in the period 1997 – 2001 in 6 of the 11 regions of the country. The information package needs to be taken in the context that NGO contributions might not be limited to these parameters. While designing the method for assembling the information package, it was argued that the four would constitute the most likely areas for which quantitative data could be obtained. Presentation on all the four parameters would be by region and by NGO cluster for the major sectors on which data were made available, to the extent possible and where applicable disaggregated by gender. Two NGO clusters are discerned: local and international NGOs. This clustering is opted for no other reason but to observe trend with the indigenous NGO in development during the period.

¹ Does not include unskilled labor the NGO sector normally employs in large quantum in several of the NGO-sponsored projects.

II. NGO CONTRIBUTIONS - OUTPUTS²

NGO contributions could come in two major forms: Relief/Rehabilitation and developmental. What is outlined below is the NGO contribution to the development process and the outcomes there-form. It should be noted the outcomes may or may not have positively affected the well being of the target beneficiaries. It is hoped they would, but the quantitative data contained in this section of the Information Package do not guarantee that quality of life of the target population has changed for the better in a sustained manner. Notwithstanding, there are certain outputs that can be regarded as end products, especially those results from capacity initiatives (See Box 1).

Box1

Non-formal Education Program of ActionAid- Ethiopia: Effective Instrument to Empower Children of Poor Households

Introduction

ActionAid-Ethiopia (AAE) is an international NGO working for the poor and marginalized mostly through its partner organizations. Its mission is to contribute to the national effort to reduce poverty and ensure food security at the household level in a sustainable manner. It strongly advocates for rights based approach to development, which is the basis for genuine participatory planning at the local and community levels. It equally strongly believes that genuine participatory development planning and program implementation cannot be made real without having good governance and active promotion of grass roots democratization. It argues that good governance and grass roots democracy cannot take root and flourish in countries like Ethiopia where literacy is exceedingly low and access to formal education is very limited.

Although AAE mostly operates through partners, it has also been directly involved in the implementation of projects throughout its presence in Ethiopia, which dates back to 1989. It has been running integrated development programs with multi-disciplinary components such as food security, education, health, water and environmental conservation. Since recently gender and HIV/AIDS have been given more prominence. The programs that AAE directly operated were in two Development Areas (DAs)- Dalocha and Koysha. Besides, there are a large number of DAs AAE supports that its partners (government agencies and indigenous NGO' s) implement across the country. Education is one of the major development activities in almost all of the DAs.

² Outputs in this report are results, achievements, or outcomes from NGO-assisted projects. They are not effects or impacts of NGO interventions.

The education program of Action Aid Ethiopia began in 1991. The program aims at providing service to disadvantaged children and adults to access basic education with the main focus on out of school children. At present, the main components of the education program are ACCESS (Appropriate Cost-effective Centers of Education within the School System) for out of school children, FAL (Functional Adult Literacy) and REFLECT (Regenerated Freirian Literacy through Empowering Community Techniques), support to formal schools. Other education interventions include pre-school education and skills training for out-of -school youth and community members. One of the most remarkable achievements of AAE's educational programs is its alternative approach to basic education that is a pioneering innovation known as ACCESS. ACCESS is almost synonymous with AA in Ethiopia. It is an innovative model that emerged from AAE's own field based experience. It was created as a mechanism for improving the shortcomings in the Non-Formal Primary Education (NFPE) practices of AAE that was implemented during 1991-1996. ACCESS was initiated in 1996 building on the previous experiences of NFPE with the necessary improvement such as establishing linkages with the formal schools, focusing on lower primary, sharing experiences, resources and information with formal schools, negotiation and creation of understanding with local education offices to facilitate certification, transition, curriculum coverage etc.

Today, the ACCESS model has been adopted and adapted by several NGOs and is being implemented in a number of places. With the support of AAE even some Regional Governments (Amhara and Oromiya) are experimenting ACCESS for possible replication. The unique feature of ACCESS that helped in quickly gaining popularity is its innovativeness and simplicity. Its main elements evidencing its innovative characteristics include:

- **Cost-effectiveness:** reaches more children with fewer resources without however compromising the quality of education. That is, ACCESS provides same product at considerably less cost than formal schools. According to a recent study of the Ministry of Education on alternative basic education, the construction cost of an ACCESS center is no more than one-seventh of a government school having equal number of grades and space, and the operational cost of is only one half of formal school in public system. On the other hand, performance-wise alternative basic education students achieved as good as, if not better, of those of government schools (MOE, 2000).
- **Flexibility:** not only does it operate within the objective conditions prevailing in the particular community, but it also provides a flexible school calendar and timetable that accommodate the needs of parents and children; this encourages parents to allow their children, especially girls, to pursue education
- **Compatibility:** links easily and well with the formal system
- **Simplicity:** is easy for adaptation to local realities
- **Demonstrability:** is easy to demonstrate at any locality
- **Salability:** has visible activities and impacts are relatively quick
- **Affordability:** relies on available local or community-based resources

- **Accessibility:** brings education to the doorstep of children of poor households
- **Linkage with the formal school system:** advocates for and assists to put in place necessary mechanisms that ensure integration of the ACCESS centers with the formal school system in terms of curriculum development and cooperation with local education offices and schools.

The ACCESS learning centers are feeders to formal schools. Thus to enhance the linkage between the non-formal and formal education, AAE has been providing support to formal schools. The support has been coming in the form of financial and material provision, technical assistance, information and experiences sharing. Through functional adult literacy and REFLECT initiatives of AAE, attempts were also made to empower communities with special focus on women with anticipation that so doing would encourage poor families to send their children to ACCESS centers.

Achievements

Access to education in Ethiopia is very limited. The estimated average gross enrolment in grade one in the operational areas of AAE and its partners for 1999/00 was 44.8 % for boys and 43.0 % for girls. The national primary gross enrolment in the same year was 60.9 % for boys and 40.7 % for girls (MOE, 1999/2000). According to locally based reports the main reasons for gender difference in enrolment are cultural and traditional factors such as early marriage for girls, fear of abduction, parents' preference of sending boys to school, heavy household work for girls and long distance to schools. Empirical observations suggest that access to education is even more limited to resource poor families both in urban and rural locations, underlying the relevance and appropriateness of ACCESS. Other factors limiting access include orphanage, displacement, disability, and malnutrition.

A significant number of poor and marginalised children, particularly girls, both in rural and urban communities, have gained access to basic education through the intervention of AAE and its partners. It is very likely that a big majority of these children, especially in rural, areas would be out of school and grown into illiterate adults had it not been for AAE and its partners that took education literally to the door gate of households. Although enrolment data might not be complete, between 1997 and 2001, 111,921 children were enrolled in ACCESS centers around the country. Some 44.3% or 49,559 of these were female. While only about 34% of the enrolment was with centers directly operated by ActionAid-Ethiopia, 66% of the enrolment was in centers run by 14 AAE partners operating in different parts of the country.

In the period 1997-2001 enrolment in the ACCESS centers had consistently been on the rise, particularly girl's enrolment. On average it registered a more than 80% annual increase during the period. Girl's average yearly enrolment showed even a more dramatic increase, about 105%. There are also several qualitative achievements attributable to ACCESS, including:

- High rate of retention of children in schools and decreased dropout
- Increased awareness among the community on the value of education manifested in the form of sending their children to school, support they provide to education, etc.
- Increased participation and contribution from the communities
- Curriculum localization in the forms of production of learning materials, facilitator guides, student workbooks and other learning resources based on local realities and the needs of children.
- Creation of successful linkage between ACCESS and formal schools bridging previous gaps and parallelism between non-formal primary and formal education
- Reducing the opportunity cost for parents by taking the schools to their doorsteps and decreasing schooling years in the ACCESS program without affecting the quality and coverage.
- Contribution to increased recognition for alternative basic education programs by the government and other development actors
- Contribution to gender equity in education
- Increased enrolment in formal schools
- Demonstrated superior performance of ACCESS center students in formal schools

All of this coupled with other hallmarks of ACCESS such as its innovativeness, cost-effectiveness, easy adaptability and affordability to resource poor communities (because of its being focused on local resources and capacity) made the ACCESS approach demand-driven. It has also gone on record as a best practice worthy of replication. It gave its introducer, AAE, a position of strength for its advocacy work in the area of basic education expansion.

2.1. Contribution by Region³

The objective here was to obtain quantitative data on community assets that the NGOs have helped to happen. That is, the assets for which the NGO programs/projects provided external resources (finance, materials, skilled labor, management, etc.). The types of community assets were distinguished for clarity reasons in the data collection form prepared for the purpose (Annex 1). Based on empirical experiences the list included the following community assets:

³ It should be noted that there have been NGO contributions at the federal level especially in respect to capacity building. However, data is lacking to indicate type or the extent of contribution.

- | | | | |
|-----------------|---------------------|-------------------------|-----------------------------|
| 1. Clinics | 4. Training centers | 7. Bridges/fords | 10. Conservation structures |
| 2. Health posts | 5. Schools | 8. Irrigation schemes | 11. Residential houses |
| 3. Hospitals | 6. Access roads | 9. Water supply schemes | 12. Toilets |

However, the outputs from the regions were reported in a considerably varied manner. The number of outputs reported varied by region. In some (example, SNNPR) it looked less complete. In others (example, Amhara) the data provided was significantly larger than expected and asked for. A total of 287 different outputs were reported by the regions. For the sake of simplicity, to provide some sort of picture of the sectoral distribution of NGO initiatives, and to have an impression on the relation of NGO development priorities with that of the government, the outputs the regions have provided are grouped under 8 sectors/sub-sectors, 17 thematic areas and 113 disparate outputs. The sectors and thematic areas under which the outputs appear are:

1. Food security that encompasses:
 - Food crop production
 - Livestock development
 - Conservation of natural resources and afforestation⁴
 - Economic diversification (mainly income generation through the provision micro finance services)

2. Health and domestic water supplies that includes:
 - Health facilities
 - Health care/services⁵
 - Development of 'safe' water sources

3. Reproductive health and family planning
4. HIV/AIDS
5. Education facilities (formal and non-formal)
6. Capacity building involving
 - Human resource development
 - Organizational development
 - Institutional development

⁴ Biological and physical conservation measures are considered here as factors influencing agricultural productivity, contributing to availability aspect of food security, thus the inclusion of conservation/afforestation outputs under the food security sector

⁵ Outputs of health education are included in the health sector. Education/training outputs relating to other sectors appear under capacity building, while expenditures on training are reported under education facilities.

7. Urban and rural physical infrastructures
8. Emergency

The major achievements of NGOs in the period of 1997 – 2001 are listed below primarily to demonstrate the extent of the contribution. (See Table 1 – 8 in Annex 2 for more details on the outputs). It is very likely that there would be outputs not reported, some not fully accounted for, and others affected either way due to extrapolation arising from conversion of data into appropriate units of measure. There have been cases (all regions) where data were reported either without indicating the unit of measure or inapplicable units were employed. The figures below are the ‘best’ approximation of data the relevant regional government offices, mainly NGO Desks and Bureaus of Regional Disaster Prevention and Preparedness supplied.

Food Security

▪ Supplied farm tools to (households)	522,455
▪ Provided draft animals (oxen) (families)	1,764
▪ Land brought under irrigation (ha)	4,174
▪ Supplied agricultural inputs (fertilizer & seeds) to farmers (qt)	2,374
▪ Land treated with biological conservation (ha)	27,858
▪ Physical conservation measures had been constructed and maintained (km)	644,144
▪ Number of tree seedlings distributed to farmers for free or at nominal charges (Million)	50.7
▪ Income generation activities supported (schemes)	4,695

Health and Water

▪ Health posts constructed (number)	655
▪ Clinics constructed (“)	125
▪ Hospitals built/rehabilitated (“)	21
▪ Clean water sources developed (“)	2,950

Education

Schools built (formal) (number)	421
School expansions supported (number)	48

Capacity Building

Farmers trained in various skills (number)	973,565
Number of children empowered through several interventions	6,766
Saving and credit associations set up and made operational	2,517
Training centers established	329

Physical Infrastructures

▪ Roads constructed /rehabilitated (km)	9,785
▪ Bridges “ (number)	40
▪ Residential houses built for beneficiaries (number)	2,844

2.2. Outputs by NGO Cluster

The regions provided data by NGO, without however categorizing the NGOs into local or international the two broad and more popularly known groups of NGOs. The grouping of NGOs between local and international is done based on CRDA sources⁶. The number of NGO-supported projects vary from year to year. Attempt was made to collect data on projects that were on-going at one or another time in the study period even if they were, phased out at the time of data collection. However, this was not always successful for several reasons (poor and unsystematic archive management, file loss and others)⁷. During the period NGOs had at least 114 projects in Addis Ababa, 77 in Oromiya, 71 in Amhara, 68 in SNNPR, 17 in Tigray and 13 in Somali. The breakdown of the 360 projects that the NGOs ran between local and international NGOs was as follows:

Region	Local NGO Supported Projects	International NGO Supported Projects	Total
Addis Ababa	88	26	114
Amhara	35	36	71
Oromiya	44	33	77
SNNPR	39	29	68
Somali	7	6	13
Tigray	10	7	17
Total	223	137	360

During the period 271 NGOs (188 local and 83 international) had operational presence in the six study regions (Annex 3). Table 1 presents the aggregate local and international NGOs achievements (outputs) for the study period⁸.

⁶ All reporting NGOs may not be members of CRDA

⁷ In the Amhara Region, it was reported that there were some 95 NGO programs, all developmental, in operation in 1997. Over 20 of these were phased out at the time of data collection. Earnest effort was made to access the files on the phased out project. The success rate was only fifty-fifty. Incidentally, in early 2003 there were about 75 NGOs implementing development projects in the region

⁸ The totals of various achievement may not reconcile with the regional totals due to data cleaning needs

Table 1: Major Outputs by type of NGO, 1997 - 2001 in Addis Ababa, Amhara, Oromiya, SNNPR, Somali and Tigray

FOOD SECURITY

Outputs	Unit	Local	International
1. Food Crop Production			
▪ Farm tools provide	No.	426,370	96,085
▪ Draft animals (oxen) provided	"	1,155	611
▪ Small-scale irrigation units developed	"	48	159
▪ Irrigation water supply systems constructed	Km.	225	632
▪ Area brought under irrigation	Ha.	626	3,548
▪ Inputs stores constructed	No.	45	121
▪ Agricultural inputs	qt.	982	1,330
2. Livestock Development			
▪ Watering point units developed	No.	12	47
▪ Veterinary clinics & posts constructed and made operational	"	13	56
▪ Bull service stations set up	"	2	73
3. Conservation and Afforestation			
▪ Area treated with biological conservation	Ha.	21,679	6,179
▪ Area treated with physical conservation structures	Km.	386,486	275,628
▪ Tree seedlings distributed	Million	24.0	36.0
▪ Area Closure	Ha.	108	233
4. Economic Diversification			
▪ Fruit tree seedlings distributed	No.	-	344,794
▪ Coffee seedlings distributed	"	-	355,837
▪ Flour mills provided	No.	22	46
▪ Income generation schemes supported	"	579	4,116
▪ Poultry of improved breed supplied	"	680	11,164
▪ Vegetable production supported	Ha.	66	106

HEALTH & DOMESTIC WATER

Outputs	Unit	Local	International
1. Health facilities			
▪ Health posts	"	221	445
▪ Clinics	"	11	72
▪ Hospital/Hospital rehabilitation	"	1	20
2. Health Care/Service			
▪ Health education given to	Persons	5,668	8,260
▪ Health Service OPD given to	"	48,710	106,947
3. Drinking Water Development			
▪ Construction and rehabilitation of boreholes	No.	9	16
▪ Water points	"	1,122	1,823

FORMAL AND NON-FORMAL (ALTERNATIVE) EDUCATION

Outputs	Unit	Local	International
1. Education facilities provided			
▪ Number of schools built	No.	251	173
▪ Public libraries	No.	10	2
▪ Reading rooms	No.	6	-
▪ Expansion of existing schools	Blocks	16	32

CAPACITY BUILDING

Outputs	Unit	Local	International
1. Human Resource			
▪ Farmers trained in various skills	No.	636,753	336,812
▪ Persons provided with vocational training	"	680	415
▪ HRD to relevant gov't officers including those in local leadership & NGO leadership (advocacy, board management)	"	1,540	662
▪ Community based child support (No. of children reached)	"	2,464	-
2. Organizational Development			
▪ Saving and credit associations organized & operationalized	No.	20,234	1,802
▪ CBO's office facilities provided with	"	9	22

Outputs	Unit	Local	International
▪ Production and sales centers established	No.	-	-
▪ Training centers established	"	244	85
3. Institutional Development			
▪ Cooperatives supported	No.	1	4

URBAN & RURAL PHYSICAL INFRASTRUCTURES

Outputs	Unit	Local	International
1. Residential houses	No.	1,508	1,392
2. Roads (construction/maintenance)	Km	3,205	16,580
3. Bridges (construction/maintenance)	"	13	28

EMERGENCY OPERATIONS

Outputs	Unit	Local	International
1. Food Supply			
▪ Persons supplied with relief food	No.	2,061,527	1,221,448
▪ Disabled provided with basic needs	"	481	283
▪ Supported orphans	"	58,000	12,000
▪ Street children cared		5,979	300
2. Relief and rehabilitation			
▪ Seeds distributed	Qt.	473	564
3. Emergency facilities			
▪ Stores constructed	No.	1	95
▪ Day care centers established	"	4	34
▪ Houses constructed	"	-	482

III. NGO CONTRIBUTION – BENEFICIARIES REACHED

Unlike in the Outputs Section the achievements of the NGOs in terms of number of people reached, the contribution includes relief/rehabilitation and developmental initiatives. The context of ‘person reached’ in this section refers to a beneficiary that one or more NGO activities have directly targeted.

3.1. Beneficiaries by Region

At the community level two types of beneficiaries could be distinguished—direct and indirect. The direct beneficiaries, as the name implies, are the rural and urban heads of households and their family members who the projects targeted. Indirect beneficiaries refer to those who try to copy on their own new production techniques, know how’s and appropriate technologies that the NGO projects promote. Direct beneficiaries could also be categorized into two groups: wage laborers and adopters of new practices and technologies the projects introduced. A huge number of the former are normally engaged every year in components such as conservation, afforestation, construction and rehabilitation of infrastructures. There is no data from any region on the size of unskilled labor employed during the study years. Expectedly neither is there data available on the indirect beneficiaries.

There is however data on the first category of direct beneficiaries. Even here the database is weak. Tigray and SNNPR data on number of beneficiaries is scanty for most sectors and not available in some. Where available it is not gender-desegregated. For Oromiya, data is available for all sectors but rarely is it complete nor gender-desegregated. In the case of the rest of the regions (Addis Ababa, Amhara and Somali), the data is considerably richer and in most cases gender-disaggregated, especially in the Amhara Region.

It seems thus realistic to believe that the number of direct beneficiaries of NGO Projects could be significantly larger than what Table 10 shows. Still, 20 million persons benefited in one way or another from NGO development programs alone, i.e., excluding relief operations in the five-year period (1997 – 2001). About 3.2 million persons benefited from the relief and rehabilitation programs⁹ in the same period (Table 10).

⁹ Refers to those directly reached through NGO operations. That is, it does not include those reached through government and CBO reached with NGO resources.

Because of the inter-regional irregularity of data on the number of beneficiaries, the regional distribution of beneficiaries in the study period is not shown in this information package. Neither is it attempted to observe the change pattern over the five years. Based on the aggregate data (five years, six regions) the percentage share of the sectors in terms of outreach with development initiatives looks like the following (see also Table 2 and Figure 1).

- Health (reproductive health and family planning included) and water 51%
- Food security (crop, livestock, conservation, afforestation, economic diversification) 17%
- Physical infrastructures (roads, bridges houses) 15%
- Educational facilities¹⁰ 11%
- Capacity building (training, organizational support for local agencies and CBO's, governance and democracy, children support) 5%
- HIV/AIDS (prevention, control, care) 1%

The aggregated data show, as would be anticipated, male-skewed. Development programs outreach for male over the five years for the six regions was 65.5% against 34.5% for female. Gender dimension by sector shows that females had a bigger share in physical infrastructures, nearly 54%. Sectoral gender distribution had, in the observation period, the following picture:

	(percent)		Total
	Male	Female	
▪ Food security	75	25	100
▪ Health and water	65	35	100
▪ HIV/AIDS	58	42	100
▪ Education (formal)	73	27	100
▪ Capacity building	77	23	100
▪ Physical infrastructures	66	34	100

¹⁰ NGO's constructed 250 non-formal education centers in one or more of the six regions. The persons making use of these facilities are not included.

Table 2: Number of 'Reported' Direct Beneficiaries of NGO Projects for 1997-2001 in the Five Study Regions¹¹

Support Area	Total		
	M	F	T
1. Food security			
▪ Food crop	454,252	40,761	495,013
▪ Livestock	263,190	180,957	444,147
▪ Conservation and afforestation	960,188	304,250	1,264,438
▪ Economic diversification	88,806	56,900	145,706
Sub-total	1,766,436	582,868	2,349,304
2. Health and Water			
▪ Health facilities	1,019,046	1,253,679	2,272,725
▪ Health service	91,888	91,607	183,495
▪ Water	697,192	729,911	1,427,103
▪ Reproductive health	2,731,138	279,811	3,010,949
▪ Family planning	2,511	57,508	60,019
Sub-total	4,541,775	2,412,516	6,954,291
3. HIV/AIDS			
▪ Awareness creation	18,070	13,251	31,321
▪ Peer education	116	24	140
▪ Anti-AIDS club	462	158	620
▪ Counselor training	255	220	475
▪ Counselor services	58	60	118
▪ Networking among PLWHA	4	11	15
▪ Support to PLWHA	32	152	184
Sub-total	18,997	13,876	32,873
4. Education			
Formal education			
▪ New schools	1,116,929	413,149	1,530,078
▪ Schools rehabilitation	4,119	1,603	5,722
▪ Libraries & reading rooms	8,720	7,317	16,037
▪ Supplies and furniture	6,642	5,240	11,882
▪ College education	-	47	47
▪ Tutorial education	420	323	743
Sub-total	1,136,830	427,679	1,564,509
5. Capacity Building			
▪ Human resources development	401,337	73,255	474,592
▪ Organizational development	81,494	69,881	151,375

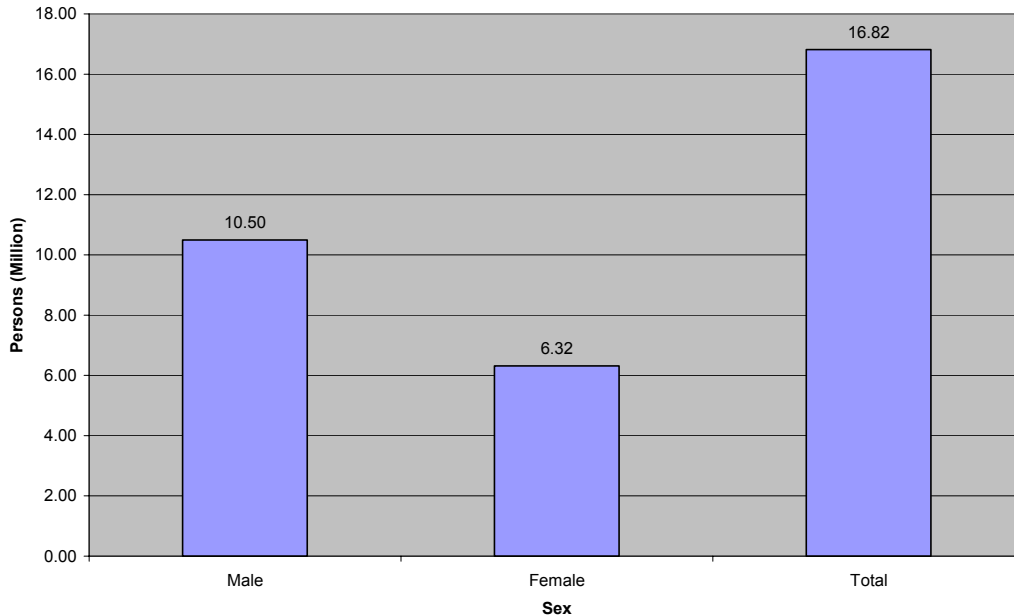
¹¹ The number of beneficiaries reported from SNNPR was not disaggregated by gender, and thus is not included in the table. The aggregate number for the region during 1997 – 2001 was 7.09 million.

Support Area	Total		
	M	F	T
▪ Institutional development	400	48	448
Sub-total	483,231	143,184	626,415
6. Physical infrastructure			
▪ Residential houses	2,867	3,819	6,686
▪ Roads construction & maintenance	679,620	854,492	1,534,112
▪ Bridges construction & maintenance	233,823	230,785	464,608
▪ Drainage pipe	299	276	575
▪ Footpath	25,160	18,123	43,283
▪ Landscaping	-	-	-
▪ Power	5,600	3,900	9,500
▪ Port	1,017	973	1,990
Sub-total	948,386	1,112,368	2,060,754
7. Emergency Management	-	-	-
▪ Food supply	1,585,820	1,605,414	3,191,234
▪ Rehabilitation	2,279	2,921	5,200
▪ Emergency facilities	13,823	18,509	32,332
Sub-total	1,601,922	1,626,844	3,228,766
Grand-Total	10,497,577	6,319,335	16,816,912

Source: Regions

Note: M= Male
F= Female
T= Total

Figure 1: Number of Persons who benefited from NGO Sponsored Development Programs for the Period 1997 - 2001 in the Addis Ababa, Amhara, Oromiya, SNNP, Somali and Tigray Regions



3.2. Beneficiaries by Type of NGO

Local NGOs accounted for 54% of the number of direct beneficiaries the NGO programs reached during the study period. In absolute term, this amounted to some 13.8 million people. The international NGOs had a share of 46% or about 13.0 million persons. About 44% of the local and 47% of international NGO beneficiaries were women. This means that the NGO's in the six regions directly benefited up to 24.7 million people with this or that intervention.¹²

Table 3 below presents the distribution of beneficiaries by sector and by gender for both groups of NGOs. Three sectors – health/water, food security and education accounted for over 65% of the beneficiaries, including emergency operation. The percentage rises to nearly 80% when emergency beneficiaries are dropped.

¹² It should be noted that the number of beneficiaries has a rolling character. Persons who benefited in 1997 could still be beneficiaries in 2001. This implies that if the rolling nature would be ignored, the number could be lower than indicated.

Table 3: Number of direct beneficiaries the NGO programs reached in five regions during 1997 - 2001 by type of NGO and by gender* (1000 persons)

	Local			International			Total		
	M	F	T	M	F	T	M	F	T
Food Security	831.8	391.4	1223.2	686.9	439.2	1126.1	1518.7	830.6	2349.3
Health & Water	1925.6	1513.0	3438.6	1757.8	1757.9	3515.7	3683.4	3270.9	6954.3
HIV/AIDS	13.4	11.9	25.3	4.3	3.3	7.6	17.7	15.2	32.9
Education & Training	532.3	354.8	887.1	481.2	206.2	687.4	1013.5	561	1574.5
Capacity Building	329.0	58.1	387.1	160.3	79.0	239.3	489.3	137.1	626.4
Physical Infrastructure	634.9	519.5	1154.4	426.0	480.4	906.4	1060.9	999.9	2060.8
Emergency Operation	778.8	1202.3	1981.1	549.0	698.7	1247.7	1327.8	1901	3228.8
Total	5045.8	4051.0	9096.8	4065.5	3652.6	7718.1	9111.3	7703.6	16814.9

** SNNPR total direct beneficiaries numbered 7.09 million. Since it was not disintegrated by gender, it is not included in the table*

The number of beneficiaries the local NGOs reached showed an increasing trend, in the latter years the increase was significant (600,815 persons in 1997 against 3.3 million in 2001). The number the international NGOs reached showed variation from one year to another. A decreasing trend was evident (2.2 million persons were reached in 1998 against 1.7 million in 2001).

IV. NGO CONTRIBUTION - EMPLOYMENT

The percentage of unemployed people with skills and expertise in Ethiopia is high. Some sources put the figure as high as 50% or even higher. The sad aspect of it is that it is increasing. Unemployment is perhaps the single most important economic problem that Ethiopia faces. The NGO contribution to employment has to be seen against this background. Employment here refers to those persons the NGOs employed in the period for fixed or indefinite duration.

4.1. Employment by Region

The database is not also strong with employment. Since data sources in the regional offices of Disaster Prevention and Preparedness did not have any information on numbers or qualifications of NGO staffs for the study period, effort was made to have data on NGO staffs by number, gender and qualifications (education and years of service) as at December 2002. Data were obtained from all the study regions but Oromiya. Data obtained from the SNNPR was not disaggregated by gender. No region provided data on years of services of their employees at the time of reporting. Request for segregation of those employees holding degrees by level (B.Sc/BA, M.Sc/MA, PhD) and by discipline (field of study) was not heeded. So was disaggregating job holders in the different groups by gender.

As at December 2002, NGOs operating in Addis Ababa, Amhara, SNNPR, Somali and Tigray had a total of 9803 employees, about 64% males and 36 females (excluding SNNPR in the case of disaggregation by gender). Nearly 98.5% of the employees were Ethiopians. About 11% of the NGO staffs hold management functions with executive roles, 39% provide technical (expert) services, while 50% are support giving staffs. Regional distribution of the NGO staff shows:

41% were in	Addis Ababa	of whom	48% were females
27% “ “	Amhara	“ “	26% “ “
17% “ “	SNNPR	“ “	N.A
12% “ “	Tigray	“ “	20% “ “
3% “ “	Somali	“ “	18% “ “

Regional staff distribution by job groups had the following picture (1997–2001)

Region	Total	Number of Employees			No. of Expatriate staff
		Management	Technical	Support	
Addis Ababa	3979	506 (13%)	1418 (37%)	2055 (50%)	74
Amhara	2600	294 (11%)	1108 (42%)	1198 (47%)	26
SNNPR	1624	155 (10%)	660 (41%)	809 (49%)	51
Tigray	1135	49 (4%)	463 (41%)	623 (55%)	4
Somali	305	40 (13%)	96 (31%)	169 (56%)	5
Expatriate	160	-	-	-	160
Total	9803	1044 -	3745 -	4854 -	

Figure 2: NGO staff by gender as at December 2002 in the Addis Ababa, Amhara, Somali and Tigray Regions

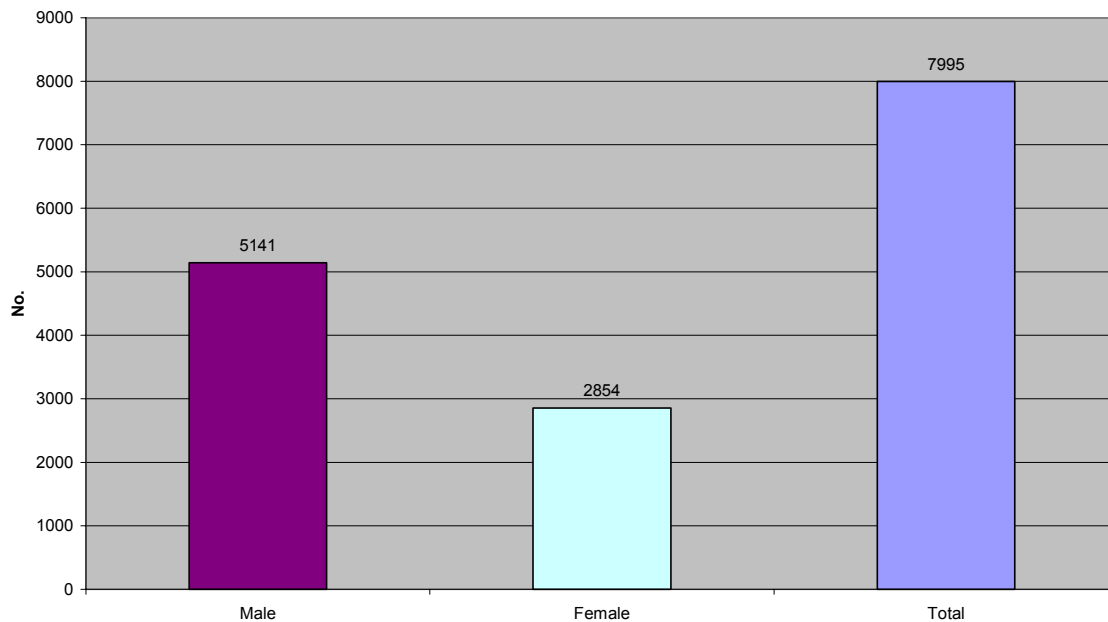


Figure 3: NGO staff by function as at December 2002 in the Addis Ababa, Amhara, Somali and Tigray Regions*

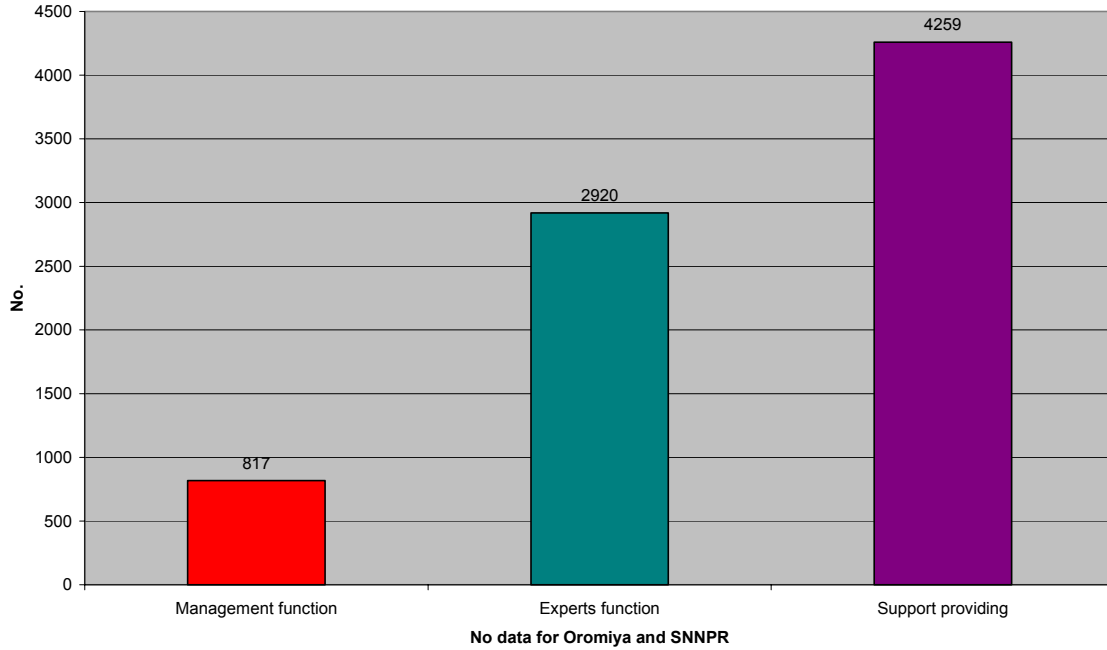
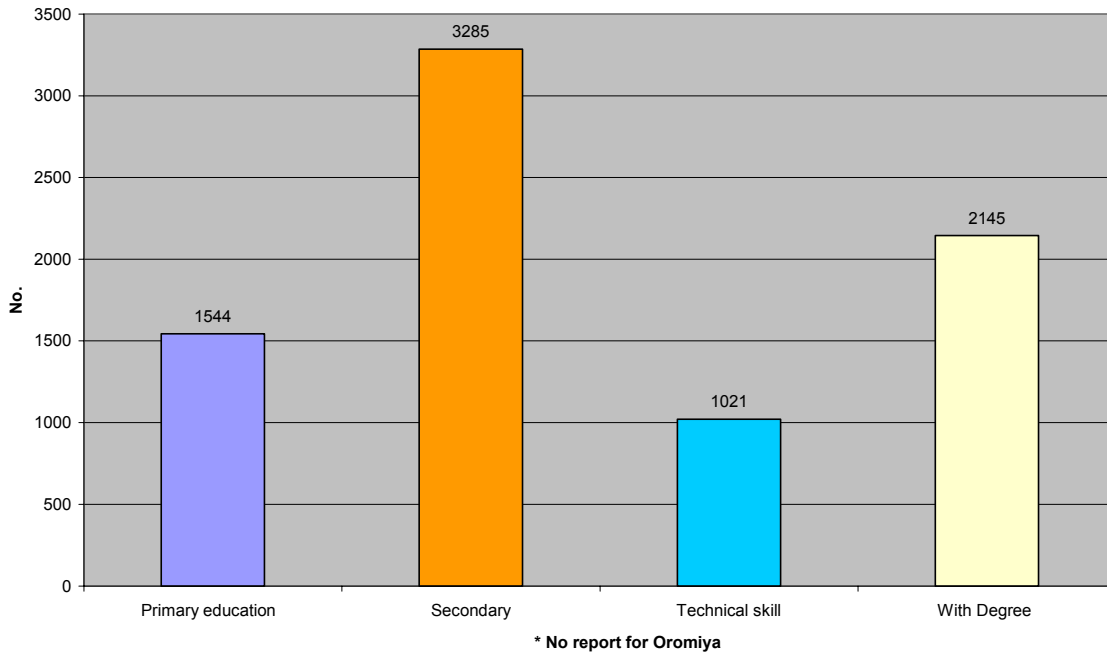


Figure 4: NGO staff by education level as at the December 2002 in the Addis Ababa, Amhara, SNNP, Somali and Tigray Regions*



4.2. Employment by NGO Group

Local NGOs account for 77% of the work force (7551 employees). About 36% are female. The gender dimension of employment with international NGO is nearly the same as the local NGOs, women make up 35% of the work force. The distribution of work force of the two NGO groups among the reporting regions is as follows:

Region	Local NGO employees	International NGO employees	Total
Addis Ababa	3127 (79%)	852 (21%)	3979 (100%)
Amhara	1161 (62%)	989 (32%)	2600 (100%)
SNNPR	1454 (90%)	170 (10%)	1624 (100%)
Tigray	963 (85%)	172 (15%)	1135 (100%)
Somali	236 (77%)	69 (23%)	305 (100%)

The distribution by job category in all the regions (except Oromiya) is presented below:

<u>Job Category</u>	<u>Local</u>	<u>International</u>	<u>Total</u> ¹³
Management	851 (82%)	193 (18%)	1044
Technical	3008 (80%)	737 (20%)	3745
Supporting staff	3612 (74%)	1242 (26%)	4854

¹³ Excludes the expatriate staff

V. NGO CONTRIBUTION-PROGRAMMATIC EXPENDITURES

What does 'Expenditure' here refer to? Does it refer to the total financial resources the NGO's managed to mobilize for their programs in Ethiopia? Or does it refer not to the total fund mobilized but to the portion of the mobilized amount that actually was utilized in Ethiopia? The distinction had not been made but the assumption is that it refers to the amount utilized for NGO projects/programs in the country. Whatever way it is looked at, there is contention that NGO expenditure has been constrained by poor government – NGO relationship that has prevailed over the period (see Box 2).

Box 2 NGO-GOVERNMENT RELATIONSHIP: KEY TO OBTAINING RESULTS

When government creates an enabling environment in which it plays a facilitating and supportive role positively, NGOs normally achieve results worthy of their development efforts. The reverse could be true when government opts to use its "stick" option more forcefully than the "carrot" option. The case in point is the experience of the erstwhile Guraghe Road Construction Organization (GRCO), which it later transformed itself into an NGO, Guraghe People's Self-help Development Organization (GPSDO).

In mid 1964 GRCO, then a young civil society organization, entered into an agreement with government to build a road network in its constituencies, commonly known as Sebat Bet Guraghe. The government did not only agree to be responsible for up to 35% of the cost of road construction in the form of technical assistance and machinery services, but it also allowed GRCO to engage in income earning ventures. In response to this, GRCO started passenger transport business. To encourage the organization to earn surplus income, which it could reinvest in its road building and maintenance program, government provided GRCO tax incentives, allowed it to have its own transport tariff regiment independent of government tariff regulations, and permitted the organization to collect tolls on public, government and private vehicles using the roads GRCO constructed. The organization was also given a complete autonomy over the operation of the road network including upkeep and maintenance.

Largely because of the government's positive role, up to 1993 GRCO constructed 420 km of all weather road (RR 30) and made it operational to traffic at a total cost of Birr 16.5 million. At the time, a further 60 km. of road was under construction estimated to cost Birr 4.5 million. GRCO had full capacity (organization, manpower, finance and logistics) to maintain the road under its jurisdiction. The plan was to connect every village in its constituencies to major market outlets within it and beyond with all weather road, and to put in place organizational capability that ensured the serviceability of the roads at all times.

The impacts of the road network were remarkable. In a period of a decade or so, the number of health facilities in Sebat Bet Guraghe more than tripled (GPSDO, 1995). Many believe that the Atat Hospital, one of the major referral hospitals in the country and the only hospital serving the Guraghe population estimated at some 2 million (CSA, 2000), would not have been there without the road network. According to GRCO sources, before the road health coverage in Sebat Bet Guraghe was under 10%. By 1993 it increased to some 40%. A number of factors must have contributed to the increase of which the immensely improved accessibility was an important one. In the post road era, access to formal education was very limited. No data is available on education coverage at the time, but it was indeed very low. In the 1950's there were only four primary schools in the entire Sebat Bet Guraghe, and the quality of education was sub-standard mainly due to inaccessibility of the area (GPSDO, 1993). By early 1990's there were three senior secondary schools and over 65 primary schools in the area, and the quality of education improved significantly. The

roads might not be the only factor for the improved access to education but most certainly it was an important contributor. There were other results with strong linkage with the road program that must have positively impacted the well being of the people in the area. There are empirical experiences and observations that indicate that there had been (a) a significant increase in agricultural production mainly due to increased use of productivity increasing inputs, (b) expansion of inter-woreda trade and export of agricultural products to far away markets such as Addis Ababa and Jima, (c) increase in earning from cash crops like 'chat', coffee and eucalyptus poles due to improved market competitiveness, (d) enhanced rural-urban linkage among the natives and increased income transfer from Gurages living in large towns across the country to kin and kith living in the area, (e) decrease in child migration to large towns because increased education facilities motivated parents to send their children to schools, and (f) increased employment opportunities from newly created agro-industry and other investment establishments.

GRCO/GSPDO reached its peak around mid 1990's. For reasons that are not quite evident yet, the relationship of the organization with government went sour¹⁴. Government suspended its facilitating and supportive role. On the pretext of 'free market', it removed the right GRCO had to fix tariffs on passenger vehicles using the roads under its authority¹⁵, it denied GRCO/GPSDO the priority it had in the use of roads it constructed, it revoked the right to collect toll, it removed the tax incentive retroactively (still a court case), and made the operation of road construction and maintenance in the Guraghe areas a regional government responsibility. The organization held several dialogues at various times with relevant government agencies on the issues with the aim of improving partnership, but these attempts have not yielded sufficient results. The impacts of the government measures on GRCO/GPSDO and for development in the areas have been devastating. GPSDO capacity is seriously undermined not only in road construction and maintenance but also as a catalyst to promote development in the areas with the sole aim of improving the well being of the people. The tempo of road building has been considerably reduced. Road maintenance has greatly slackened as a result of which movement of people and goods has been seriously constrained.

The data on expenditures is relatively more complete. There are minor irregularities here and there. For example, in a few cases outputs were expressed in Birr, which was ignored. In a few more cases, expenditures were reported without indicating what they were expended for. The cumulative effect of these anomalies is considered insignificant.

5.1. Expenditures by Region

Between 1997 and 2001, NGOs that implemented programs in the six study regions made financial outlay of some **Birr 3.53 billion**, about **Birr 3.18 billion or over 90% on development programs** and the rest about **Birr 347.8 million or 10% on relief and**

¹⁴ GRCO operated under three governments. It started operation during the Imperial government, which granted it operational autonomy and incentives. Unexpectedly, the Derg Government was even more forthcoming. It strengthened GRCO autonomy, increased government role in the provision of technical assistance, tax incentives, and waiving of price regulations. It is rumored that the EPRDF Government wanted to have a controlling role over the affairs of the organization. This was resisted, and the government did not like it, and it took retaliatory measures.

¹⁵ As a revenue source, the Guraghe people (GRCO General Assembly) decided to charge a development fee of Birr 0.10 on each ticket issued to a passenger. The people gladly accepted this. It was considered instrumental to reduce poverty in the areas. Measures government took against GPSDO made the people's decision unimplementable.

rehabilitation operations. The allocation of these expenditures among the regions over the five years is as follows:

Region	Developmental		Relief & Rehab.		Total	
	Amount (million Birr)	% Share of total	Amount (million Birr)	% Share of Total	Amount (million Birr)	% Share of Total
1. Oromiya	913.60	26.6	26.67	0.7	941.27	27.3
2. Amhara	670.04	19.0	158.84	4.5	828.88	23.5
3. SNNPR	690.70	19.5	14.94	0.4	705.64	19.9
4. Tigray	377.48	10.7	119.67	3.4	497.15	14.1
5. Addis Ababa	360.71	10.2	12.83	0.4	373.54	10.6
6. Somali	172.74	4.9	13.88	0.4	186.62	5.3
Total	3,185.27	90.1	347.83	9.8	3,533.10	100.7

Figures may not add up due to rounding off

Aggregate expenditure (all the six regions) increased from Birr 509.74 million in 1997 to Birr 954.78 million in 2001 (on average 17% annual increase), although in some regions (Tigray and Somali) the amount expended had been fluctuating (see Table 4 and Figure 2 below).

Table 4: NGO total expenditure by year, 1997 – 2001

Region	(Million Birr)				
	1997	1998	1999	2000	2001
Tigray	139.56	54	60.94	139.65	101.00
Amhara	117.78	154.09	149.57	208.40	193.73
Oromiya	157.71	174.58	235.96	214.43	156.72
SNNPR	32.15	74.58	130.43	164.79	317.13
Somali	13.21	102.69	29.23	42.56	53.56
Addis Ababa	49.33	48.90	66.75	83.58	132.64
Total	509.74	698.84	672.88	853.41	954.78

Expenditure by sector shows that, on aggregate, NGOs program must have focused on health and water, food security and education. These sectors accounted for nearly 75% of the total five-year expenditures and 83% of that of development. However, regional variation among the priority sectors (food security, health/water and education) had been significant. For example, in Addis Ababa, education and training had 37.6% share of the total development expenditures while the share of food security was only about 8%.

In Tigray, food security accounted for some 48% of the five-year development expenditures, while the share of health and water was only 18%. In Somali, the share of food security was even bigger than that of Tigray, about 64% of the total development expenditures while education

and training had a mere 8%. In Oromiya, Amhara and SNNPR the three sectors had much less significant variation (Tables 5 – 11, Figure 5).

Table 5: NGO Expenditure by Sector by Region for the Period 1997 - 2001*

(Million Birr)

Sector	Total	Addis Ababa	Amhara	Oromia	Somali	Tigray	SNNPR
Food Security	948.49	27.64	197.55	267.31	110.60	179.95	165.44
Health & Water	991.28	59.64	131.53	361.00	45.27	68.69	325.16
HIV/AIDS	48.92	19.56	14.50	2.73	0.09	2.91	9.12
Education & Training	700.75	135.67	101.49	234.07	14.43	84.54	130.54
Capacity Building	287.47	83.44	128.10	12.92	2.17	28.93	31.92
Physical Infrastructure	209.37	34.77	96.87	36.57	0.18	12.47	28.52
Emergency Operation	346.83	12.83	158.84	26.67	13.88	119.67	14.94
Total	3533.11	373.54	828.88	941.27	186.62	497.15	705.64

* *Overhead expenditure, where segregated is included in the capacity building category*

Table 6: NGO Expenditures by Year for the Period 1997-2001

TIGRAY

(Million Birr)

Sector	Total	1997	1998	1999	2000	2001
Food Security	178.15	90.46	15.41	12.18	49.58	10.52
Health & Water	67.8	14.03	10.89	12.38	17.8	12.7
HIV/AIDS	2.91	-	0.11	0.27	1.86	0.67
Education & Training	84.54	27.92	15.55	10.16	18.17	12.74
Capacity Building	28.89	4.34	2.74	2.95	7.26	11.6
Physical Infrastructure	12.5	1.21	3.85	2.71	3.87	0.86
Emergency Operation	120.36	1.6	5.45	20.29	41.11	51.91
Total	495.15	139.56	54.00	60.94	139.65	101

Table 7: NGO Expenditures by Year for the Period 1997-2001

AMHARA

(Million Birr)

Sector	Total	1997	1998	1999	2000	2001
Food Security	197.56	36.49	29.66	44.69	43.09	43.63
Health & Water	131.53	17.46	24.36	32.31	28.3	29.1
HIV/AIDS	12.95	2.33	2.04	2.23	3.34	3.01
Education & Training	101.5	12.5	20.29	18.19	25.64	24.88
Capacity Building	129.16	26.76	25.07	24.98	25.67	26.68
Physical Infrastructure	92.03	9.69	37.84	12.37	18.33	13.8
Emergency Operation	158.84	12.55	14.83	14.8	64.03	52.63
Total	823.57	117.78	154.09	149.57	208.4	193.73

Table 8: NGO Expenditures by Year for the Period 1997-2001

SNNPR

(Million Birr)

Sector	Total	1997	1998	1999	2000	2001
Food Security	165.45	5.09	15.86	25.54	45.51	73.45
Health & Water	338.66	15.34	37.24	71.73	68.22	146.13
HIV/AIDS	9.14	0.49	2.02	1.8	2.35	2.48
Education & Training	130.54	6.38	11.81	24.64	27.75	59.96
Capacity Building	31.83	3.97	5.96	5.84	8.37	7.69
Physical Infrastructure	28.51	-	0.81	0.88	2.34	24.48
Emergency Operation	14.95	0.88	0.88	-	10.25	2.94
Total	719.08	32.15	74.58	130.43	164.79	317.13

Table 9: NGO Expenditures by Year for the Period 1997-2001

ADDIS ABABA		(Million Birr)				
Sector	Total	1997	1998	1999	2000	2001
Food Security	27.35	4.14	3.98	6.18	5.95	7.10
Health & Water	59.64	10.75	9.55	9.13	12.71	17.50
HIV/AIDS	19.56	0.85	1.44	2.75	3.71	10.81
Education & Training	135.67	18.29	16.88	27.88	33.31	39.30
Capacity Building	83.44	8.93	11.12	12.30	15.83	35.25
Physical Infrastructure	34.77	4.68	4.08	6.79	9.36	9.85
Emergency Operation	20.77	1.69	1.84	1.72	2.70	12.83
Total	381.20	49.33	48.90	66.75	83.58	132.64

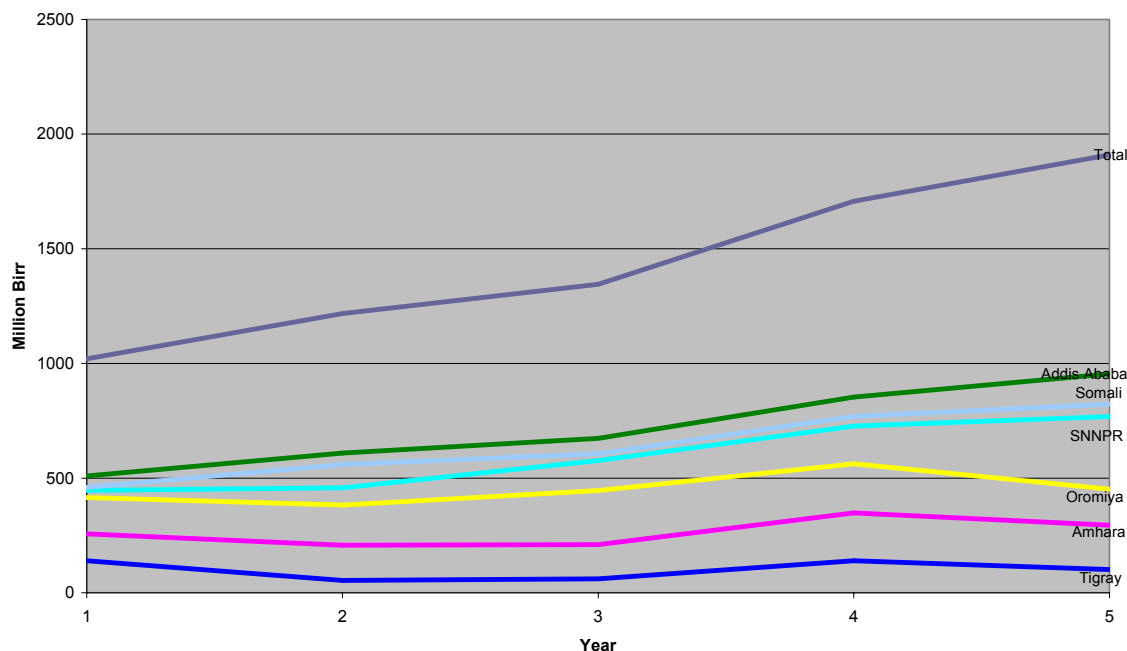
Table 10: NGO Expenditures by Year for the Period 1997-2001

OROMIYA		(Million Birr)				
Sector	Total	1997	1998	1999	2000	2001
Food Security	265.43	44.94	47.05	66.62	62.94	43.88
Health & Water	360.98	62.65	67.86	94.23	72.35	63.89
HIV/AIDS	2.71	-	0.4	0.77	0.77	0.77
Education & Training	234.08	37.03	37.51	58.79	56.33	44.42
Capacity Building	12.96	3.21	4.54	2.25	2.12	0.84
Physical Infrastructure	36.57	8	12.64	11.8	3.19	0.94
Emergency Operation	26.67	1.88	4.58	1.5	16.73	1.98
Total	939.4	157.71	174.58	235.96	214.43	156.72

Table 11: NGO Expenditures by Year for the Period 1997-2001

SOMALI		(Million Birr)				
Sector	Total	1997	1998	1999	2000	2001
Food Security	110.62	2.4	85.94	8.61	8.17	5.5
Health & Water	45.18	2.26	5.97	8.49	10.8	17.66
HIV/AIDS	0.09	-	-	-	-	0.09
Education & Training	32.51	2.07	4.14	5.93	4.92	15.45
Capacity Building	26.51	4.16	2.74	2.95	8.15	8.51
Physical Infrastructure	12.46	1.16	3.9	3.25	3.56	0.59
Emergency Operation	13.88	1.16	-	-	6.96	5.76
Total	241.25	13.21	102.69	29.23	42.56	53.56

Figure 5: NGO expenditure during 1997 - 2001 in the Addis Ababa, Amhara, SNNP, Somali and Tigray Regions



5.2. Expenditure by NGO Group

Tables 12 and 13 below provide expenditures for international and national NGOs by sector yearly. Local NGOs have had 55.35% of the total expenditure, and the expenditure structure demonstrates that local NGOs were relatively more focused on food security, HIV/AIDS, Education/training, and Capacity Building, while the international NGOs had higher percentage share of expenditures in physical infrastructures and emergency operations.

	(Million Birr)		(Percent)	
	<u>Local</u>	<u>International</u>	<u>Local</u>	<u>International</u>
Food Security	563.02	385.47	59	41
Health and Water	515.83	475.48	52	48
HIV/AIDS	35.96	12.96	74	26
Education/Training	432.95	267.80	62	38
Capacity Building	171.54	115.93	60	40
Physical Infrastructures	89.83	119.93	43	57
Emergency	144.12	202.71	41	59

Table 12: Expenditure by Sector by Year - International NGOs**(Million Birr)**

Expenditure Sector	Total	1997	1998	1999	2000	2001
Food Security	385.47	62.54	51.96	77.16	100.1	93.76
Health & Water	475.45	55.63	84.14	112.29	95.91	127.48
HIV/AIDS	12.96	1.78	2.16	2.36	3.69	2.97
Education & Training	267.8	36.1	50.54	58.32	62.41	60.43
Capacity Building	113.93	21.46	22.41	20.05	22.55	27.46
Physical Infrastructure	119.54	21.29	23.72	24.01	24.94	25.58
Emergency Operation	201.71	17.96	21.02	17.45	83.01	62.27
Total	1576.86	216.76	255.95	311.64	392.56	399.95

Table 13: Expenditure by Sector by Year- Local NGOs**(Million Birr)**

Expenditure Sector	Total	1997	1998	1999	2000	2001
Food Security	563.02	120.98	145.94	86.66	115.19	94.25
Health & Water	515.83	66.86	71.73	115.98	114.27	146.99
HIV/AIDS	35.96	1.89	3.85	5.41	8.34	16.47
Education & Training	432.95	68.09	55.64	87.27	103.71	118.24
Capacity Building	173.54	22.91	25.83	26.22	38.85	59.73
Physical Infrastructure	89.83	3.45	36.40	14.47	15.71	19.80
Emergency Operation	145.12	1.8	6.57	20.86	52.50	63.39
Total	1956.25	285.98	345.96	356.87	448.57	518.87

Table 14: Expenditure by Sector by Year – Total**(Million Birr)**

Expenditure Sector	Total	1997	1998	1999	2000	2001
Food Security	948.49	183.52	197.90	163.82	215.2	188.01
Health & Water	991.28	122.49	155.87	228.27	210.18	274.47
HIV/AIDS	48.92	3.67	6.01	7.77	12.03	19.44
Education & Training	700.75	104.19	106.18	145.59	166.12	178.67
Capacity Building	287.47	44.37	48.24	46.27	61.40	87.19
Physical Infrastructure	209.37	24.74	60.12	38.48	40.65	45.38
Emergency Operation	346.83	19.76	27.59	38.31	135.51	125.66
Total	3533.11	502.74	601.91	668.51	841.1	918.8

VI. CONCLUDING REMARKS

This report is not an analytic document, but **an Information Package** on NGO Contributions to development and emergency management for a finite period and even then not covering all NGO operations in the country. There is understanding that NGOs, at least individually, have better records on their operations at the national, regional and local levels than other actors in development, including government. But this does not hold true for the NGO as a sector. The collective contribution of the sector to development and also to emergency is poorly recorded and assessed. A database is yet to be created in earnest. This exercise seems to be the starter. It could be considered overdue, but it constitutes an important step in the right direction.

The team that assembled the **Information Package** genuinely believes that there is room to further improve the data base quantitatively and qualitatively. For example, because of the better organization and budget the team was able to field in the Amhara Region, the data obtained from the region was fairly complete and more reliable. There is no doubt that organization and budget need to be complemented with the presence of felt-need and appreciation for the information/data, and a sense of ownership, especially at the regional level in the government sector and also with the individual NGOs. There was a problem in this regard at the time of data collection, and no doubt that this had implications on the quality and quantity of data obtained. Problems of one type or another will always be there, in this sort of exercise but should they ever be a cause for complacency towards having a strong database on NGO operations in Ethiopia.

This exercise did not attempt to assess the impacts of the NGO contributions, especially that of the capital assets created, means of production supplied, capacity enhanced at the individual and organizational level, to the resource poor and vulnerable households in the rural and urban locations across the country. How did these outputs/results change the well-being of the recipients? Have they been sustained? In the event of wobbling sustainability, what could be causing it? There is no systematically recorded information, save a few ex-post project evaluations here and there, capable of providing answers to impact/sustainability related questions. Needless to state that this constitutes an important challenge for the effort to establish a strong database on the roles of the NGO sector.